

"At the core of our national crisis is a broken social contract...
epitomized by the phenomena of homelessness, the AIDS epidemic, hunger
and malnutrition, miserable urban schooling, crime waves,
the drug scourge, the contamination of the physical environment..."

- Hubert Jones, Dean Emeritus, Boston University School of Social Work

"...Empowered people can change things — can make a difference, if we give them a place and bring them into the structure. We understand that government cannot empower people or communities; people must be given the setting in which they can empower themselves... It is critical, always, that we regard people not as passive recipients of services, as clients, but as people who have a voice."

- Henry G. Cisneros, Secretary of Housing and Urban Development

"What makes me proud of my community are the community-building strategies that Roxbury has. Because regardless of all of the negative things that are happening, there are a lot of people who are really trying to help... That is what makes me want to go to college and come back and give back to them. That is what makes me active in my community..."

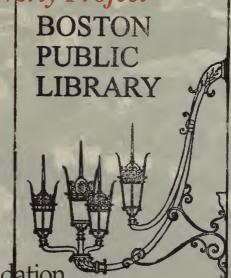
- Carline Dorcena, Senior at Monsignor Ryan Memorial High School, Boston

gna4 3237

Ivake Our City Whole

A Report on the Work of The Strategy Development Group of the

Boston Persistent Poverty Project



tBf

The Boston Foundation

The Boston Persistent Poverty Project, One Boston Place, 24th floor, Boston, MA 02108



CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR THOMAS M. MENINO

February, 1994

Dear Friend:

The Boston Foundation's Persistent Poverty Project report, "Making Our City Whole: Guiding Principles for a New Social Contract", is a unique and timely document. Unlike many reports which look at society's problems from high above the people directly affected, this report was literally created from the ground up. It s findings are consistent with what we in city government have known for some time -- that social problems like poverty are best solved when the individuals and communities affected are empowered and given the support and resources they need to solve their problems themselves.

One of the most striking aspects of this report is that its main themes and findings are consistent across lines of age, race, and ethnicity. In addition, the themes and findings that emerged set many preconceived notions about poverty and the poor on their head. It showed that poverty is not limited to any one community or any one group of people. It also showed that the poor have hopes and expectations for themselves and their children.

In order that those hopes and dreams be realized, this report views each community in terms of its existing resources and strengths and proposes that we build on those strengths. In addition, this report calls for resources where they are needed, but in the explicit context of restoring to individuals and neighborhoods a renewed sense of personal and shared responsibility.

Poverty knows no geographic boundary. It does not discriminate on the basis of age, race, sex, or ethnicity. Poverty is a national issue and a human concern. If we are to eliminate poverty from this city and from this country, we must all accept our full share of responsibility.

It is my sincere hope that the content and findings of "Making Our City Whole: Guiding Principles for a New Social Contract" are carefully reviewed and implemented at all levels of government and in all segments of society.

Sincerely

Thomas M. Menino

Preface

In 1985, the Boston Foundation set out on a new course. It chose to immerse itself more intensively in probing the conditions of poverty that adversely affect large segments of our population, and to take more responsibility for challenging poverty and its debilitating consequences for the Boston community. To give tangible expression to this commitment, the members of the Governing Board allocated \$10 million over five years for a grantmaking initiative that came to be called the "Poverty Impact Program." Several years later, The Rockefeller Foundation chose Boston — through the Boston Foundation — as one of six cities to participate in a national anti-poverty initiative.

The Boston Foundation's renewed focus on poverty unfolded against a disheartening background. We never envisioned, during the economic upswing of the mid-1980s, the kind of recession that all but overwhelmed New England. And we didn't anticipate the further retreat, by government policy and practice, from funding services and providing even minimal underpinnings for the poor. We concluded the Poverty Impact Program in 1990 with the sober realization that government and, by extension, the larger society, has broken its social contract with those in struggle, with calamitous results for increasing numbers of people across this community and the nation.

The Boston Persistent Poverty Project builds on the lessons of the Poverty Impact Program. It seeks to refocus and mobilize community attention to urban poverty, to generate a body of locally-based information, and to develop initiatives that will strengthen our community's capacity to address poverty over the long term. More than this, however, the Project seeks to transform the ways in which we think about intergenerational urban poverty and those who live in poverty, and to engage each member of our community in an effort to end those conditions which are unnecessary, destructive of the best in all of us, and, finally, unacceptable.

This document is designed to help us break away from old myths about why poverty exists and the capacities of the poor. It attempts to explore with a fresh eye the various ways in which poverty is experienced by different communities, and reaches across these differences toward a common agenda for action.

We are grateful to the members of the Project's Strategy Development Group, to the organizational coordinators and hundreds of participants of the community Roundtables and Focus Groups, and to the many community-based and academic institutions which helped to conceptualize, research and produce the Project's findings.

Through this document, and through the ongoing work of Boston Persistent Poverty Project, we hope to recognize in one another the essential parts of the solution to persistent poverty in our midst. Not until we see one another as interdependent and valued members of the same society, and accept the truth that each and every one of our children is worthy of our highest expectations and resources, will we find the political will and the means to restore the basic social contract which underlies every successful community.

Finally, we call on the members of Boston's larger community to come together to confront the chronic poverty that afflicts so many of Boston's children and families, and to make our city whole.

anna Faith Jones

Anna Faith Jones

President

The Boston Foundation

Acknowledgements

This report reflects the thoughts, experience and commitment of hundreds of Bostonians. It is a report of the work of the Boston Persistent Poverty Project's Strategy Development Group, a diverse body of 43 community activists, business leaders, academics, and civic, religious and labor leaders. The Strategy Development Group spent two years in dialogue with one another and with people from across the city in order to rethink our approach as a community to chronic poverty. To the hundreds of participants of the Roundtables and Focus Groups which helped to shape the Group's thinking, we owe a great debt. This report is a vehicle for your ideas and your consensus, and only to the extent that it is acted upon will that debt be repaid.

Many people and organizations assisted the Strategy Development Group in its deliberations over time. The following community-based organizations and research institutions conducted community-based Roundtables and Focus Groups to inform the Group's work: the Asian American Resource Workshop; the College of Public and Community Service at UMass/Boston; the Gaston Institute for Latino Community Development and Public Policy at UMass/Boston; the Hispanic Office of Planning and Evaluation (HOPE); Roxbury Community News; South Boston Neighborhood House; the Trotter Institute for the Study of Black Culture at UMass/Boston; and the Urban League of Eastern Massachusetts.

Dr. James Jennings, Director of the William Monroe Trotter Institute, served as a consultant to the Project through most of the Strategy Development Group's work, and summarized the community-based Roundtables. Dr. Patricia Arredondo, President of Empowerment Workshops, Inc., served as the primary contractor for the Focus Groups, and presented their findings to the Strategy Development Group for review.

During the early stages of this phase of the Project, a team from the Boston University School of Social Work, Sherdena Cofield, Professor Melvin Delgado, and JoAnn Edinburg, assisted then-Project Director Wendy Puriefoy and Associate Director Doug Zimmerman to conceptualize the work of the Strategy Development Group and select its members. They also assisted in facilitating the Group's meetings and subcommittee work. Jacqui Lindsay, Pat Swansey-Taitt, Robert Johnson, Elizabeth Thomas, the Interaction Associates' Institute for Social Change, and the Boston Management Consortium facilitated the Group's deliberations or otherwise assisted the work of the Group.

The statistics cited in the report reflect the work of the Center for Labor Market Studies at Northeastern University. We thank Co-Director Andrew Sum and his colleagues, particularly Neeta Fogg, for their many contributions, listed in detail in the appendix.

Almost all of the Strategy Development Group members commented on and recommended changes to early drafts of this report. Other readers who helped to shape the final version include: Strategy Development Group member Judge Julian Houston; Mary Lassen of the Committee for Boston Public Housing; Boston Persistent Poverty Program Manager Nancy Roob and interns Cornelia Grumman and Taciana Campos; Robert Carolla of Senator George Mitchell's staff; Dr. James Jennings; Patricia Canavan of the Local Initiatives Support Corporation; Boston Foundation Publications Editor Barbara Hindley and Special Projects Director Ruth McCambridge; Margaret

Blood, former Executive Director of the Massachusetts Legislative Children's Caucus; and many others who took time to review a section of the report or to comment on a central idea.

The task of condensing volumes of transcriptions, proceedings, comments, thoughts and background documents into this slim report fell to fewer people. Strategy Development Group members Maria Estela Carrion, Nancy Kaufman, Lisa Chapnick, and Juanita Wade read and edited later drafts. Strategy Development Group member and Boston Foundation President Anna Faith Jones, along with the Foundation's Vice President for Program Melinda Marble and Director of Public Relations Ann Kurkjian further honed the document down to its final form.

To each member of the Strategy Development Group, thank you for your generous gift of time and patience to a process which demanded much of both, and for your deep commitment to working out the obstacles to shared understanding which too often stand in the way of consensus and collaborative action in Boston.

Finally, we wish to acknowledge a person, James Gibson, and an institution, The Rockefeller Foundation, without which this work would not have been possible. The former Director of The Rockefeller Foundation's Division of Equal Opportunity, James Gibson initiated and sustained the development of this and similar efforts to reduce persistent poverty in six cities. We are committed to ensuring that his vision, compassion and support will continue to bear fruit for many years to come. We are also deeply grateful to The Rockefeller Foundation's Board of Trustees, current Director of the Division of Equal Opportunity Julia Lopez, Associate Director Aida Rodriguez and their committed staff for their ongoing commitment to innovation and deep social change.

To all those who assisted in the painstaking task of trying to do justice to the thoughts and aspirations of those most likely to be affected by the new thinking about poverty, thank you. It has been a privilege to witness the emergence of a new approach to persistent poverty in Boston, and to work with many others in an attempt to capture its essence in this report.

Charlotte Kahn

Director

The Boston Persistent Poverty Project

Chabatt Kal-

STRATEGY DEVELOPMENT GROUP MEMBERS

Dr. Hortensia Amaro

Associate Professor,
Boston University School of Public Health

Keri Boehne

Member, Teens as Community Resources Student, Simmons College

David Brenner

President, AFL-CIO Laundry Union Local 66

Carmen Canino-Siegrist

Manager of the Spaulding, Newton/Wellesley Hospital Rehabilitation Center Former Commissioner, Massachusetts Department of Public Welfare

Maria Estela Carrion

Assistant Dean for Administration, College of Public and Community Service, University of Massachusetts/Boston

Lisa Chapnick

Director, Inspectional Services Department, City of Boston

Ferdinand Colloredo-Mansfeld

Chairman & CEO, Cabot Partners

James Darr

Sr. Vice President and Director, U.S. Financial Asset Services, State Street Bank

Jose Duran

Executive Director, Hispanic Office of Planning and Evaluation (H.O.P.E.)

Frieda Garcia

President, United South End Settlements Chair, The Boston Foundation

The Right Reverend Barbara Harris

Bishop, Episcopal Diocese

Abe Herrera

Director of Instruction, Deerborn Middle School

Ronald A. Homer

Chairman & CEO, Boston Bank of Commerce

The Honorable Julian T. Houston

Middlesex Superior Court

Thelma Hyatt

President, Committee for Boston Public Housing Executive Director, Children's AIDS Program

Jackie Jenkins-Scott

President, Dimock Community Health Center

Hubert Jones

Fellow, The McCormack Institute, University of Massachusetts/Boston Dean Emeritus, Boston University School of Social Work

Anna Faith Jones

President & CEO, The Boston Foundation

Nancy Kaufman

Executive Director, Jewish Community Relations Council

Suzanne Lee

Chairperson, Chinese Progressive Association Coordinator of Bilingual Curriculum & Instruction, The Boston School Department

Meizhu Lui

Director, Boston Health Access Project at Health Care for All

Nelson Merced

Director of Technical Assistance, YouthBuild USA Former State Representative

Robert Moses

National Director, The Algebra Project

Gus Newport

Consultant in Community Building and Development Former Executive Director, Dudley Street Neighborhood Initiative

Paul O'Brien

Chairman, NYNEX - New England

Alonzo Plough

Deputy Commissioner, Department of Health & Hospitals, City of Boston

Luis Prado

Executive Director, La Alianza Hispana, Inc.

Joan Rahavy

Director of Administration, NYNEX - Massachusetts

Reverend Eugene Rivers

Pastor, Azusa Christian Community

Michelle Shaw

Attorney at Law, Member, Azusa Christian Community

Lewis H. Spence

Receiver, City of Chelsea

Dottie Stevens

Board Member, Coalition for Basic Human Needs

Michael Taylor

Vice President, Lockheed, IMS

Dr. Miren Uriarte

Former Dean, College of Public and Community Service, University of Massachusetts/Boston

Juanita Wade

President, Freedom House, Inc.

Dr. Joan Wallace-Benjamin

President, The Urban League of Eastern Massachusetts

The Boston Persistent Poverty Project

The Boston Persistent Poverty Project is a broad-based, collaborative campaign to eradicate chronic, intergenerational poverty in the Boston community. The Project draws from Boston's grassroots and religious organizations, neighborhood residents, public agencies, corporate board rooms, labor, community and academic institutions, and media outlets for expertise and leadership.

Sponsored by the Boston Foundation, the Project began in 1988 as part of a national anti-poverty initiative of The Rockefeller Foundation to develop and implement effective local strategies to address the cyclical nature of urban poverty.

The Boston Persistent Poverty Project seeks to create a new social contract which recognizes and honors the reciprocal rights, responsibilities and interdependence of all members of our community, and to build and sustain commitment to a process of change that moves slowly and deeply. The Project works to provide a framework for the new skills, leadership and relationships that will be required to eradicate persistent poverty in Boston.

The Project focuses its work on:

Participatory research and strategy development, guided by the Strategy Development Group, to develop the basic principles and strategic framework for a new social contract, provide a laboratory for understanding the new skills and tools that will be needed to support collaborative initiatives, monitor and report on poverty in Boston, refine preventive strategies, and hold us all accountable for results over time;

Constituency development to expand the number of stakeholders engaged in combatting chronic poverty and committed to implementing the principles in their homes and workplaces; and

Capacity building to increase the access of community residents and organizations to a network of skill-building resources in support of active citizenship, collaborative problem-solving, strategic analysis and political empowerment to institutionalize the impact of the principles.

Our strategy involves a systems change approach: bridging historic barriers to collaboration; shifting approaches to urban poverty at all levels through implementation of the Guiding Principles for a New Social Contract; and promoting Boston as a "whole community" and a "learning city" so that we can reconnect our resources, build community, and respond creatively to the regional and global economic challenge.

Executive Summary

This report challenges conventional thinking about the root causes of and solutions to persistent poverty. It is based on the simple premise that to eradicate persistent urban poverty, many of our traditional assumptions and practices will have to be transformed. It lays out a framework of seven principles for a new social contract to guide that process.

Most public debates about chronic urban poverty focus on the behavior of the poor, the "culture of poverty," welfare dependency, and the increase in single-parent families. Debates framed in these terms obscure the deep economic underpinnings of the problem and are usually conducted by policymakers, academics, media commentators and others who have had little direct experience of poverty. These debates are argued on ideological grounds — usually cast in liberal or conservative jargon — about whether providing income and services to the poor helps by reducing misery or hurts by facilitating dependency. As a result, the poor are caught in a crossfire of ideology and rhetoric.

What is missing from the public policy debate are the voices of those who have direct experience with the policies and programs designed to address chronic urban poverty:

the urban poor themselves.

In 1991, the Boston Persistent Poverty Project convened a 43-member Strategy Development Group to develop consensus on a long-term approach to combat chronic poverty in Boston. This report on the Group's work is intended to serve as a tool to reframe the policy debate, as a catalyst for dialogue, and as a call to action to the Greater Boston community.

The Strategy Development Group, the majority of whose members experienced poverty first-hand, began with an examination of the question of whether poverty must so often be persistent — a legacy passed on from one generation to the next. The Group sought to examine the underlying causes of persistent poverty in an advanced technological society; to explore the impacts of poverty on different population groups and racial/ethnic communities in Boston; and to develop a new framework for public debate and action.

Group members convened a series of Roundtables attended by hundreds of Boston residents living or working in Boston's low-income communities, as well as a series of Focus Groups which involved more than 250 low-income Boston residents representing the city's ethnic and racial diversity. The participants in these sessions shared their life experiences in frank discussions about the obstacles to economic mobility they face and the ways in which perceptions about race and ethnicity contribute to their struggle. They also offered recommendations for policies and future action.

In the process, the Strategy Development Group learned that poverty in Boston has become deeper, more isolating and more persistent. It is disproportionately affecting children, women, families of color, linguistic minorities, and people with disabilities, largely due to barriers to education, training, capital for economic development, and jobs at living wages with good benefits.

In the Roundtables and Focus Groups, those living in poverty did not ask for special remedial programs, extensive social services, or large bureaucracies which serve only the poor. They challenged assumptions that too often dehumanize those living in poverty, and instead asked for participation, dignity, respect and opportunity.

Through this process of "deep listening," the Strategy Development Group concluded that eradicating persistent poverty requires a new approach, one that turns conventional anti-poverty practice on its head.

The new thinking advocated by the Group is based on a deep regard for the capacities of the people who find themselves living in poverty, an appreciation of both the difficulty and richness of their lives, and an understanding of the desire of all people to live in healthy, safe and neighborly communities.

Seven principles that characterize this approach to challenging persistent urban poverty were identified:

PRINCIPLE 1:

Incorporate those directly affected by policies at the heart of dialogue and community building.

PRINCIPLE 2:

Value racial and cultural diversity as the foundation for wholeness.

PRINCIPLE 3:

Promote active citizenship and political empowerment.

PRINCIPLE 4:

Build on community strengths and assets.

PRINCIPLE 5:

Ensure access to fundamental opportunities and remove obstacles to equal opportunity.

PRINCIPLE 6:

Support and enhance the well-being of children and their families.

PRINCIPLE 7:

Foster sustained commitment, coordination and collaboration based on a shared vision and mutual respect.

At its heart, this approach seeks to build community in order to end poverty. It calls for a fundamental shift from servicing low-income communities' deficits — treating the poor as "clients" — to investing in their strengths as colleagues, neighbors and citizens. It builds on the cultural traditions, family networks and institutions of low-income communities as the way to tailor more effective — and more cost-effective — strategies for community development. Finally, it requires a transformation in the way we think about poverty. It replaces the idea the poverty is intrinsic to certain people (the "culture

of poverty") with the conviction that poverty results from specific obstacles to economic self-reliance that can be reduced, removed or overcome.

The object of this approach is to make our city whole through a restoration of the basic social contract, which asserts that we are all — rich or poor — interdependent, valued members of the same community, and that we all have a responsibility to nurture the capacity of each of our members. Only by working together will we generate the political will necessary to implement thoughtful, system-wide responses to the pressing challenges facing our city.

The report that follows defines these principles in more detail. It shares the findings of the Strategy Development Group's process, and outlines examples where these concepts are already being tested and strengthened.

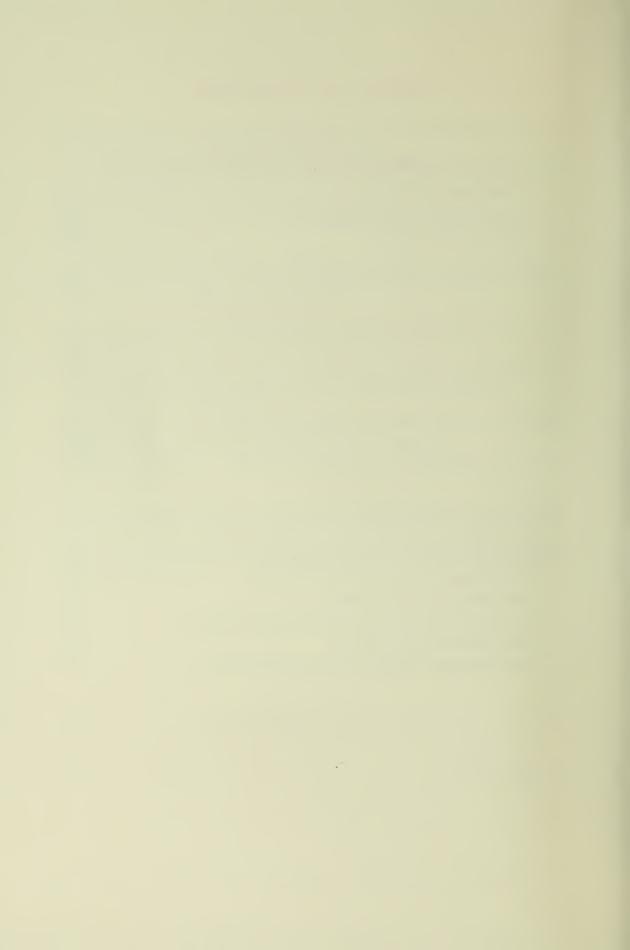
As with any tool, the value of these principles will be measured by their effective use. Specifically, the Group will consider them successful if they:

- Deepen the dialogue about the causes of and solutions to chronic urban poverty;
- Raise the public's consciousness about effective approaches to community development and economic justice;
- Provide a framework to evaluate current and proposed policies and civic initiatives;
- Improve the way in which existing resources are allocated; and
- Enhance participation, empowerment, coordination and collaboration throughout our community.

Using these principles, groups and individuals can begin the process of moving away from a crisis-oriented, deficit-based, service-delivery approach to poverty toward a community-building, preventive strategy. Over time, the Strategy Development Group believes that this approach will reduce and then eradicate chronic, intergenerational urban poverty in Boston.

Table of Contents

| CHAPTER 1: The Findings of the Strategy Development Group | 3 |
|---|----|
| Understanding the Problem | 7 |
| Toward Solutions: Deep Listening | 16 |
| The Search for Consensus | 17 |
| NEW VOICES AT THE CENTER: Community Soundings | 19 |
| Summary Findings of the Community Roundtables | 21 |
| Summary Findings of the Focus Groups | 22 |
| Boston's Asian American Community | 23 |
| Boston's Black Community | 25 |
| Boston's Latino Community | 27 |
| Boston's White Community | 29 |
| Boston's Youth | 31 |
| Boston's Single-Parent Families | 33 |
| CHAPTER 2: Guiding Principles for a New Social Contract | 35 |
| CHAPTER 3: Applying the Principles: New Directions | 55 |
| New Directions in Community Development | 58 |
| New Directions in Government | 60 |
| New Directions in Research and Community Planning | 62 |
| New Directions in Philanthropy | 64 |
| New Directions in Public Discourse and the Media | 65 |
| A CALL TO ACTION TO MAKE OUR CITY WHOLE | 67 |
| PUBLICATIONS | 68 |





"You couldn't be a member of this group without being an optimist. What's interesting is that this optimism is being expressed by people who are also realists.

A group that is this diverse and this committed to ending persistent poverty has never happened before in Boston.

We have to take this golden opportunity and run with it.

The time is now."

— Thelma Hyatt, President, Committee for Boston Public Housing

The Findings of the Strategy Development Group

In 1991, the 43-member Strategy Development Group was convened by the Boston Persistent Poverty Project to develop strategies and build consensus for addressing chronic, intergenerational poverty in Boston.

More than half of the members of the Group were women, reflecting the prevalence of women and their children in statistics describing chronic poverty. More than half were people of color, reflecting the disproportionate numbers of blacks, Latinos and Asian Americans among the poor in Boston. Half had grown up in poverty or recently experienced poverty. Almost all — whether now public officials, academics, parents, bankers, ministers, community activists or business and labor leaders — had firsthand experience of poverty or of life and work in low-income communities.

The Strategy Development Group began its work in a climate of deepening economic recession. The state fiscal crisis, beginning in 1988, had eroded the public's confidence in government. Cuts were being made in many public programs, such as subsidized housing, job training, child care, and public health, which had been proven effective in reducing or preventing poverty in the recent past.

In the acrimonious public policy climate which ensued, the public sector failed to provide the leadership necessary to enact policies to adequately address the challenges presented by changes in our economic and social structures. The Boston Persistent Poverty Project offered an opportunity to take a long view and to build consensus from the ground up.

The challenge, as the Group saw it, was not so much to identify "good programs" as to rebuild public support and the political will necessary to sustain and strengthen them.

The Strategy Development Group's work was informed by the crucial findings from earlier work sponsored by the Project, the report "In the Midst of Plenty," which was published in 1989 by the Boston Foundation. The report was based on an in-depth survey of Boston's working-age population which was conducted by the Project at the height of the economic expansion of the 1980s. It found that, while most groups had improved their economic status somewhat, the economic boom had had a two-tiered effect: greatly increased prosperity for some, continued poverty for others. The report concluded that a rising economic tide does not lift all boats equally.

The survey on which "In the Midst of Plenty" reported revealed that the Massachusetts economic "miracle" of the 1980s had failed to lift many groups out of poverty, despite their increased participation in the labor market. These groups included Boston's single-parent families, people with physical or mental disabilities, young people without advanced educations, and many residents of Boston's communities of color. It made particularly clear the plight of Boston's Latino community, in which almost 75 percent of all children were living at or near the poverty line.

The survey indicated that more than 40 percent of those living in poverty were among the working poor, and 75 percent were working outside of the home, had been employed within the past two years, or could not work for reasons related to child care or health. Only five percent of those surveyed did not report a reason for not working or did not

want to work. Access to jobs at living wages was the most urgent need expressed by survey participants.

While many poor people secured employment during the boom decade of the 1980s, the minimum wage they received was insufficient to bring them above the federal poverty level, which (defined by the federal government in 1993 as \$14,350 for a family of four), is artificially low in that it does not allow for distinctions in the cost of living from one region to another.

By the spring of 1991, when the Strategy Development Group began its work, Massachusetts was in the grip of a deepening recession. The gains made in reducing Boston's poverty rates in the 1980s had evaporated.



Understanding the Problem

Why is urban poverty so often persistent, and why does it affect some groups more acutely than others? In embarking on its work, the Strategy Development Group sought to understand the deep structural and systemic causes of chronic, intergenerational poverty.

The persistence of urban poverty, even among those who work full time, reflects the challenges of a changing economy, the effect of barriers to education and community development for groups which have experienced discrimination, and the unmet need to provide support and training for those in transition.

The obstacles faced by those living in poverty are daunting. The urban poor are forced to cope in an environment with disproportionately high rates of illness, chemical dependency, neglect, crime and violence. Many live in neighborhoods experiencing the greatest wave of immigration since the turn of the century. They are also confronting high rates of unemployment and underemployment produced by a dramatic shift in the nation's economic structure from a manufacturing base to one that is service and technology driven.

The percentage of people living in poverty in the United States now exceeds that of all eight of the most industrialized nations in the world. Consider the following statistics:

- One adult working full time at minimum wage will not earn enough to lift a two-person family out of poverty.
- Nationally, one in four children under the age of six, one in five children under 18, and one in nine adults is poor.
- The poverty rate for children in young families has doubled, from 20 percent in 1973 to 40 percent in 1990.
- Children under the age of six constitute the poorest segment of our nation's population. Nearly half of all poor children now fall within the category "poorest of the poor," and many of these children live in our nation's cities.

As staggering as these figures are, the Strategy Development Group believes that there are many ways to reduce persistent urban poverty — but only in the context of thoughtful systemic responses to enormous systemic challenges. Narrowing the focus of the poverty debate to questions about the behavior of the poor obscures the economic underpinnings of the problem. It also prevents us all from constructively addressing both the root causes and the behavioral effects of deepening poverty in this country and in our city.

Terms such as the "undeserving poor" and "the urban underclass" have become synonymous with negative racial stereotypes and the failure of recent public policies. These terms tend to reinforce a sense of inevitability, intractability and pathology about urban poverty, and to suggest that its root causes cannot be addressed. The intense media focus on violence — whether in the news or feature films — likewise underscores the public's sense that low-income urban neighborhoods are frightening, hopeless places. These common views of poverty fail to recognize the real causes of poverty and the courage and resourcefulness that low-income urban residents' lives demand. Nor do they

acknowledge the enduring family and neighborly bonds the poor manage to maintain, or the work ethic by which the majority live.

Poverty cannot be understood or addressed in isolation from a powerful set of social, political, economic and cultural forces that affect everyone. In broad terms, persistent urban poverty is a reflection of four "revolutions" that are having an impact on our neighborhoods, our city, and our society as a whole. These revolutions include technological, economic, demographic and political changes.

TECHNOLOGICAL AND ECONOMIC CHANGES

International telecommunications, automated production and computer technologies have transformed the way we see ourselves, the way we work and live, and the very

nature of our economic structure. We find ourselves operating within the Post-Industrial Age and a global economy. The United States, Massachusetts and Boston are shedding manufacturing jobs, many of which are moving through our increasingly permeable borders to other countries with lower wages and fewer labor laws and environmental protections.

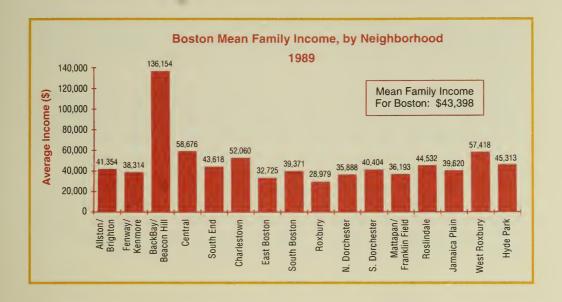
Technological innovations have created new winners and losers. The broad impact is that the new economy has deepened the gap between the life chances of those with the advantage of a good education and those without. Boston has lost more than 46 percent of its manufacturing jobs since 1980, dropping from 51,300 factory jobs to 27,300 in one decade, while jobs in the service and finance sector increased.

While Boston has the fourth highest educational attainment level among the nation's 25 largest cities, there are dramatic differences among neighborhoods. While more than 75 percent of adults in the Back Bay have a Bachelor's degree or higher, 40 percent of adults in Roxbury and East Boston lack a high school diploma. These rates are highly correlated with income. Over the boom decade of the 1980s, families in the Back Bay/Beacon Hill area

"The decline in the number of adequate paying blue collar jobs in manufacturing has had particularly adverse consequences among male workers with no post-secondary schooling, workers under 30 years of age, among blacks, and central city residents. These semi-skilled and unskilled blue collar positions had become a major source of job opportunities for young black males without any post-secondary schooling by the early 1970s, with nearly 40 percent of black males 20 - 29 holding blue collar jobs in manufacturing/construction in 1973... These blue collar jobs had provided young adult males with a transition to the adult labor market and to an earnings stream that would enable many of them to marry and raise families... By 1990, only seven eight percent of all wage and salary jobs in Boston were in the manufacturing sector."

> Center for Labor Market Studies, Northeastern University, 1992

increased their mean incomes by 54 percent, while East Boston residents posted a much more moderate increase of 11.5 percent.



Boston households did take advantage of opportunities afforded by the boom economy of the 1980s: labor force participation rates increased across all but one of Boston's neighborhoods, and the number of households receiving cash public assistance declined by 20 percent — from one in six households in 1979, to one in eight in 1989. But the recession of the 1990s has all but wiped out these gains. According to *The Boston Globe*, median family income in United States cities dropped 7.9 percent from 1989 to 1992, compared with 4.8 percent nationwide. In Boston during that period, median family income dropped by nearly 15 percent.

For most families in the new economy, one full-time wage earner is no longer a guarantee of relief from poverty. Average wages in the United States have stagnated since 1973. The minimum wage and Aid to Families with Dependent Children (AFDC) benefits have also failed to keep pace with inflation. All of these factors are exacerbated by the fact that Boston has one of the highest costs of living in the nation.

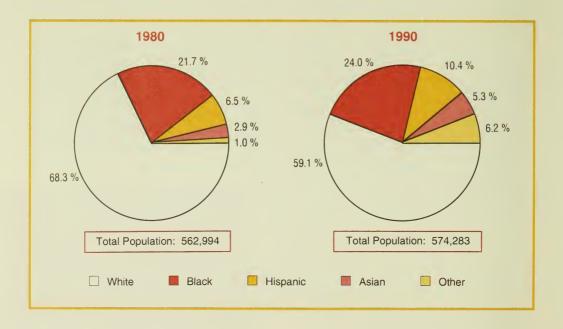
DEMOGRAPHIC CHANGES

Boston, as well as the United States as a whole, is in the midst of its third great period of immigration. Boston is becoming home to many people from countries representing yesterday's headlines and political engage"Given the technological requirements of education and employment in the 21st century and the virtual restructuring of the United States economy as we know it, as a community we have not developed the external and internal strategies needed to ensure that our children be taught at 21st century standards."

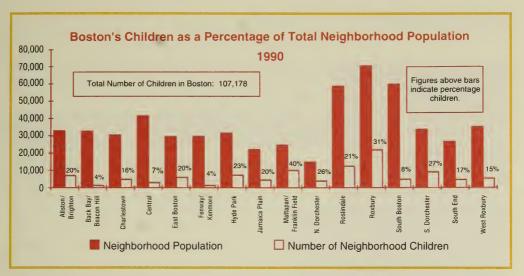
— Joan Wallace-Benjamin, President, Urban League of Eastern Massachusetts ments — Cambodia, Vietnam, Korea, Laos, El Salvador, Mexico, Nicaragua, Haiti, the Dominican Republic, Cuba, the West Indies, Cape Verde, Brazil, Ireland and Russia. As a result, Boston is now one of the most culturally, ethnically, and racially diverse cities in the nation.

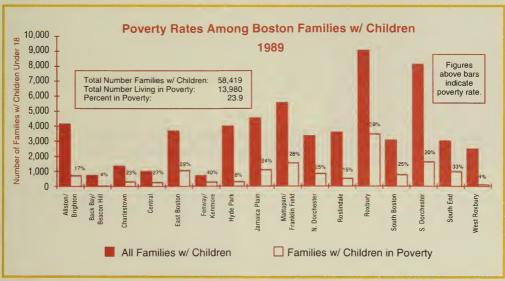
Boston's population is highly mobile, second only to San Diego in 1990 among the nation's 25 largest cities in the percentage of residents who moved into the city since 1985. Twenty-eight percent of Boston's population moved into the city between 1985 and 1990 alone, and of the new residents, one in four was a member of a newcomer immigrant group. Over the past decade, in fact, while Boston's total population rose only slightly, about half of Boston's residents moved in — and about half moved out.

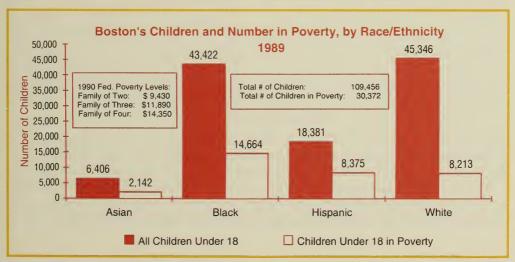
Many of Boston's neighborhoods changed markedly during the 1980s. Rates of mobility — people moving in and out — were highest in the Back Bay/Fenway, Allston/Brighton, Beacon Hill, the North End, and the South End, reflecting a transient student population and gentrification. They were lowest in the family-oriented neighborhoods of Roxbury, Dorchester, South Boston, Mattapan and Hyde Park.



However, some Boston neighborhoods with relatively low mobility rates overall experienced profound demographic changes. Of new residents, 45 percent of those who moved into Dorchester and 49 percent of those who moved into East Boston were members of newcomer immigrant groups. All but a few Boston neighborhoods became much more ethnically diverse between 1985 and 1990. Immigrants who arrived between 1980 and 1990 now make up 11 percent of Boston's population, and represent almost 30 percent of the new foreign-born immigrants in Massachusetts. Together, Boston's more







"We should look at the process of changing thinking from three perspectives. The first is cultural, which is where we are now as we introduce new ideas into the workplace. The second is political, which will take more time. And the third will be economic, which may take the longest time to achieve."

— Maria Estela Carrion,
Assistant Dean for
Administration, College of
Public and Community
Service, UMass/Boston

established and newly arrived foreign-born residents now make up 20 percent of its population (a rate in Massachusetts second only to New Bedford).

While residential racial segregation eased somewhat over the 1980s in Boston, and more people of color moved into the suburbs, economic segregation in Boston has deepened. Boston now contains more areas of both concentrated poverty and concentrated wealth. The increasing isolation of low-income people in the inner city has weakened institutional infrastructures and dispersed political weight.

Finally, a demographic revolution has taken place within the American family itself which reflects our new economic realities. According to the 1990 Census, married couples with children at home were no longer the single largest block of American households. In Boston, 43 percent of all children under the age of 18 live in a single-parent family. Nearly two-thirds of all children in Boston do not have a parent at home full time.

POLITICAL CHANGES

Some people believe that the United States has entered a "post-party" phase of politics where broad coalitions and shared values exert less cohesive force, and single issues and heavily financed special interests hold more influence than ever before.

As Boston Globe Washington Bureau Chief David Shribman asserted in a recent column, "...There's growing sentiment that the country... doesn't know its own heart. It wants leadership, but isn't willing to follow. It wants national unity, and yet the factions, the special interest groups, the special pleas multiply. It wants to cut the budget, but it isn't willing to sacrifice. The result is that the nation's politicians are as frustrated as the citizens they are supposed to represent and lead."

In part because of the changes described above, political will is fracturing, deep divisions fester, many members of the American electorate feel alienated and disenfranchised, and fewer people participate in electoral politics. The lack of interest in electoral politics is particularly acute among younger eligible voters — the same group which, as its members form families, is most at risk of poverty. Witness the most recent mayoral and city council election in Boston, in which only half of the city's registered voters turned out to vote in both the preliminary and final elections. In the neighborhoods of Roxbury, Dorchester and Mattapan, the average voter participation rate was 25 percent.

In spite of these clear signals of distress, and in spite of the President's recent interest in youth violence and welfare reform, federal, state and municipal spending on urban community development remains fragmented and largely ineffectual. Without creative

policy responses to deteriorating conditions, it is possible that entire communities will be virtually shut out of the modern economy.

AN INADEQUATE POLICY RESPONSE

Many policies and practices designed to "service" the urban poor are actually barriers to effective strategies to reduce poverty. Most are based on the implicit premise that poor

people are "different" from everyone else, and that they will respond more readily to punishment than incentives, regulation than trust. As a result:

■ A majority of the policies and programs developed in response to poverty address the circumstances and needs of individuals in poverty rather than the conditions affecting an entire community which lead to the individual's plight. As a result, the sources of the problem do not change.

"We in the business community are realizing that persistent, generational poverty is a systemic problem."

Joan Rahavy, Director,
 Corporate Contributions,
 NYNEX

■ Efforts to address specific issues in isolation from one another often produce good model programs and sporadic success, but

fail to create the broad political will and sustained strategic response necessary to produce real change.

"The social welfare system views the whole problem of poverty as 'helping' instead of enabling or empowering. That's profoundly disrespectful. We're creating barriers to connecting with people in a human way."

> — Miren Uriarte, Former Dean, College of Public and Community Service, UMass/Boston

Recurring rounds of cuts, coupled with punitive attitudes towards those in poverty, have virtually eliminated preventive programs that provide opportunities and help build strong communities. This approach sends the message that you have to hit rock bottom before you can get help. The withholding of resources for prevention and early intervention has contributed to the drugs and weapons in our schools and streets, to the epidemic proportions of AIDS, to rising family homelessness, and to the massive increase in violence.

■ The language and images used by the media to describe conditions in poor communities highlight problems, reinforce stereotypes, and fail to make connections between the issues confronting low-income communities and the values and problems of the larger society.

The bottom line is that the burden of chronic urban poverty rests most heavily on

communities struggling to overcome historic barriers even as their members strive to build on their strengths. It is these barriers — as well as the resilience that has carried and sustained families and communities through generations of struggle — that must be acknowledged and addressed if we are to successfully overcome chronic urban poverty.



WHY WE NEED A NEW APPROACH

The results of our contradictory public policies have unintended — and all too often, tragic — consequences. Today, it is not unusual for a low-income person to face the following situations:

- wanting to get or keep a job, but being unable to pay for health care without being on public assistance ("welfare");
- spending scarce dollars on a taxi to buy the family's groceries because there is no store nearby or available public transportation;
- completing a job training program for a job that doesn't exist, or being unable to accept a job without access to affordable child care;
- deciding to create a two-parent household or to pool the resources of two single parents to allow one to work, but learning that government policies penalize rather than support such a plan;
- living in a shelter for the homeless or an overcrowded apartment with many code violations and walking past boarded-up houses every day;
- trying to enter drug or alcohol treatment, but finding a year-long waiting list and no services to accommodate children, forcing a parent to choose between giving up custody of children or getting help for chemical dependency;
- being offered a job with the promise of advancement if English is

learned but lacking access to English as a Second Language (ESL) classes;

graduating from high school without being able to read.

"The competition, fragmentation, duplication, and turf-consciousness characteristic of current service delivery systems ultimately undermine the very community such a system is aimed to serve."

— The Dudley Street Neighborhood Initiative Human Development Committee

Toward Solutions: Deep Listening

"During the Roundtables and the summary of the Focus Groups, there was a spiritual quality in the room. The information put forth was coming from a level we don't usually hear, and so the listening was coming from a different place. You know you are being talked to from your inner depth..."

— Frieda Garcia. President.

United South End Settlements

The Strategy Development Group made a decision to listen closely to community voices across the city, and to include particularly those most likely to be affected by the impact of its work.

To accomplish this inclusive listening, and to begin to engage representatives from all of Boston's racial and ethnic groups in its mission. the Group conducted a series of Roundtables and Focus Groups. These "community soundings" were coordinated by community-based organizations and academic institutions. Entitled "Beyond Poverty: Building Community Through New Perspectives," the Roundtables were organized by representatives of each of the six groups whose experience of poverty was explored — Asian Americans, blacks, Latinos, whites, youth and single parents. Background documents for each Roundtable were developed by Boston's multicultural research community. Each Roundtable was attended by a diverse and interdisciplinary audi-

ence of between one and two hundred people, many of whom participated vigorously in the discussion.

More in-depth soundings of individual experiences of poverty were made possible through Focus Groups in ten racial/ethnic communities and seven different languages. Twenty-eight focus groups were conducted, reflecting the primary cultural and linguistic sub-groups of Boston's major racial/ethnic communities: African Americans,

Cape Verdeans, Haitians, Cambodians, Chinese, Vietnamese, Puerto Ricans, Latino immigrants, long-time white residents, and Irish immigrants. The discussions were organized by ethnic group, age (youth and adults) and gender.

During these sessions, more than 250 participants discussed the obstacles they encountered to economic mobility, their experience of attitudes toward race and ethnicity as contributing factors to persistent urban poverty, and their recommendations.

"I had been struck by the polarization of Boston. The divisions, the racism seemed deeper here than anywhere else. But I also realize that if you could ever create a condition where people could work together in Boston, you could do so much..."

Gus Newport, Former Executive Director,
 Dudley Street Neighborhood Initiative

In sponsoring the Roundtables and Focus Groups, the Project sought to highlight the capacity within each racial and ethnic community to identify and express their own issues and opportunities.

The Search for Consensus

In recognition of the enormous capacity for analysis and collaborative problem-solving expressed by participants in the Roundtables and Focus Groups, Strategy Development

"The old vocabulary — which only expressed what's wrong — is bankrupt. It offers no prospect for building the kinds of alliances that we need for a viable future. So the Strategy Development Group is trying to work with a new vocabulary which includes fresh concepts about shared values."

— Judge Julian Houston, Middlesex Superior Court Group members grew less willing to prescribe specific strategies and policy recommendations on behalf of others. Instead, the Group began to discuss ways to allow for the formation of more responsive and flexible policies that would lead to greater local autonomy and empowerment, and to collaboration across communities.

The Strategy Development Group came to see that the participation of those affected by the design of anti-poverty policies was central to their successful implementation. The Group found that even well-intended and well-funded programs would fail if they did not reflect the actual conditions — or build upon the valued resources — in a particular community.

As it emerged, the consensus reached by Strategy Development Group members was

a departure from the traditional deficit-oriented and services-based approach to poverty. Emphasizing the participation of the poor and the importance of building community,

it placed as much weight on the process by which policies and programs are developed and implemented as on their intended outcome.

The Group began to use — in written form and in discussion — a language that transcends the futility and pessimism of recent anti-poverty initiatives. This new vocabulary speaks to the strengths, assets and capacities of Boston's communities. In so doing, it avoids the deficit orientation which emphasizes the problems of people living in poverty, and focuses instead

"It has taken us a while to achieve this level of trust, but it has been a worthwhile, even necessary process. I hope that our process can be an example of what can happen on a larger scale through the entire city — one which says that you don't have to agree on everything, but that you can agree on many issues and move forward."

— Miren Uriarte, Former Dean, College of Public and Community Service, UMass/Boston

on our community's potential for economic and human achievement. The result of

this dialogue is one of process, product and action, each building on and reinforcing the other.

Many of the Strategy Development Group members themselves underwent something of a metamorphosis. As the Roundtables, Focus Groups and other initiatives of the Project moved forward, the Group invested its time and energy in dialogue, building an atmosphere of shared understanding. This, in turn, fostered a trust and openness rare in Boston among a group so diverse in terms of race, ethnicity, class and professional background.

Some of the most profound results of this two-year dialogue are the least visible: an increasingly resilient web of relationships that cuts across conventional categories of interaction; an understanding of the role of

racism in the current dilemma; and, as a result of intense discussions of personal experiences and perspectives on public policy and politics, a rich sharing of views on history and culture with serious policy implications. Increasingly, Strategy Develop-ment Group

members are also working on joint projects which build on the relationships forged during this process of rethinking and deep listening.

Out of the Strategy Development Group's

Out of the Strategy Development Group's deliberations, and in response to what the Group heard from community residents, a set of "principles for a new social contract" emerged. These principles, condensed and refined from the Roundtable and Focus Group findings, were seen as a way to capture the wisdom of the community soundings, and to ensure that the voices and experience of the poor themselves will inform and guide the policies designed to address urban poverty in Boston.

"This process has been tremendously important in terms of where I want to move my community. Anna Faith Jones said: 'You have to figure out concrete actions for yourselves'. Now, some things are starting to happen in some very significant ways. For instance, there's a black/ Jewish clergy movement in Boston that came out of this."

— Nancy Kaufman, Executive Director, Jewish Community Relations Council "This was the first time I had seen a fairly diverse group of professionals go deeper. It was when we were struggling with race and the role of race. It made me want to move the groups I work with to go beyond the surface dialogue."

— Jackie Jenkins-Scott, President, Dimock Community Health Center



"The Roundtables provided us with a lot more than statistics.

They gave us the opportunity to hear the problems directly from the people who are dealing with them."

- Dottie Stevens, Board Member, Coalition for Basic Human Needs

"We heard the voices of those really experiencing poverty...
We found their analysis of their conditions 'expectedly profound.' I use the term 'expectedly' because, as we expected, people do know what's happening to them — and what it will take to end it. They spoke eloquently about racism and prejudice and the feelings of 'invisibility' which they experience. They know that the solution is long term, but the suffering is now."

— Beatriz McConnie-Zapater, a coordinator of the Focus Groups in the Latino community, Executive Director, Youth Opportunities Unlimited

"I facilitated some of the Chinese Focus Groups. What I learned is that people who are poor know more than we think. We say, 'Their lives are too shattered; they're too busy to think about this.' But they want to know."

— Suzanne Lee, Chairperson, Chinese Progressive Association, Coordinator of Bilingual Curriculum & Instruction, The Boston School Department

Summary Findings of the Community Roundtables

The themes and recommendations which emerged across six Roundtables coordinated by community-based organizations and institutions representing Boston's Asian American, black, Latino, white, single-parent and youth populations were remarkably consistent.

Participants:

- REJECTED "DEFICIT-ORIENTED" OR "PATHOLOGICAL" EXPLANATIONS FOR POVERTY, CITING INSTEAD STRUCTURAL CHANGES IN THE ECONOMY, inadequate public policies, and the lack of living wages for full-time work as the primary causes of impoverishment.
- DID NOT WANT TO FOCUS ON THEIR COMMUNITIES' PROBLEMS BUT RATHER ON THEIR STRENGTHS AND POTENTIAL, and on practical and reasonable solutions to the challenges they face.
- REJECTED THE TERM "UNDERCLASS," suggesting that "underclass research" be replaced by research about the characteristics of a society and economy that contribute to chronic urban poverty and its disproportionate burdens on people of color, women, children and people with disabilities. They wanted to understand why these conditions are allowed to persist, and to begin to do something about it.
- EMPHASIZED THE IMPORTANCE OF CULTURAL, SPIRITUAL AND LINGUISTIC TRADITIONS in economic and family survival, and the importance of cultural, social and religious organizations and institutions in nurturing their communities.
- CITED INDIVIDUAL RESPONSIBILITY AND POLITICAL POWER FOR THE COMMUNITY, self-determination in deciding how resources should be allocated, coalitions across communities, and public policies that reflect a caring moral vision as prerequisites to any successful anti-poverty strategy.
- CONCLUDED THAT, FOR HISTORICAL REASONS, BOSTON'S RACIAL/ ETHNIC COMMUNITIES ARE AT DIFFERENT STAGES OF INSTITUTIONAL AND POLITICAL DEVELOPMENT, and that they require internal, tailored strategies that take into account the specific challenges and resources of each community, as well as external, or shared, strategies.
- AGREED ON THE NECESSITY OF ACCESS TO BASIC OPPORTUNITIES AS THE FOUNDATION OF AN ANTI-POVERTY STRATEGY: excellent public schools, good job opportunities, quality housing, economic development within the community, public transportation to jobs outside the community, job training and English as a Second Language (ESL) classes, child care, and access to resources such as health care.

Summary Findings of the Focus Groups

Twenty-eight Focus Groups among 250 low-income residents of Boston — youth and adults, men and women — were held in seven languages and in ten distinct racial/ethnic communities. The Groups were facilitated by community-based organizations from the city's African American, Cape Verdean, Haitian, Cambodian, Chinese, Vietnamese, Puerto Rican, newer Latino immigrant, white and newer Irish communities.

Participants:

- SHARED BASIC GOALS AND VALUES: a sense of self and community as a primary asset; respect for the individual; a shared desire for fairness, equal access, respect and understanding from others; concern for their children's and community's future.
- EXPRESSED STRONG CULTURAL AND COMMUNITY IDENTIFICATION: pride in community strengths such as family bonds and mutual support networks; strong cultural and linguistic traditions; deep religious beliefs; appreciation for community-based agencies, institutions and businesses.
- UNDERSTOOD THE PRIMARY CAUSES OF POVERTY: the lack of jobs and barriers to finding good employment, with more obstacles than opportunities experienced in housing, education and health care.
- DESIRED SELF AND COMMUNITY IMPROVEMENT: a commitment to actively participate in improving their own, their children's and their group's life circumstances.
- REQUESTED MORE INFORMATION AND MORE FORUMS FOR SELF-EMPOWERMENT: related to their own community and one another's communities; health education; basic rights and responsibilities; education, recreation, self-improvement, and community organizing.
- SHARED THE PERCEPTION OF NEGATIVE MEDIA STEREOTYPING: concern about negative portrayals of their neighborhood; the lack of coverage of positive community attributes or events; the need for more diverse media professionals.
- AGREED ON THE MAJOR UNMET NEEDS OF YOUTH: the need for increased physical safety; better police/community/youth relations; more activities and jobs for young people; schools that challenge and teachers who teach; physical improvements in their schools and neighborhoods; greater understanding among racial/ethnic groups and between parents and youth; cultural reinforcement and validation.
- CITED DISCRIMINATION AND RACISM: directed at people of color and linguistic minorities in terms of access to housing, employment and loans, and also experienced as the lack of diversity in institutions and agencies; some whites cited reverse discrimination; all groups experienced some interracial tension, particularly among youth.
- EXPRESSED DESIRE FOR A CIVIC INFRASTRUCTURE THAT WORKS: deep disappointment with public bureaucracies, especially the police department, criminal justice system and the public schools.

Boston's Asian American Community

Both the Asian American Roundtable and the Focus Groups were coordinated by the Asian American Resource Workshop, with assistance from the Vietnamese, Chinese and Cambodian communities. The Asian American Roundtable was the first public event presenting the views of members of the Chinese, Vietnamese, Cambodian, Japanese and Laotian communities in Boston as one united community.

Participants spoke of the debilitating myth of the "model minority," which obfuscates the severity of their poverty. They decried the invisibility of their community in the mainstream media, and spoke of their sense of isolation from many sources of information available in English only, and the need for more research and data about their community. They cited the causes of poverty

Between 1980 and 1990,
Boston's Asian American
population grew almost 90
percent, from 16,298, or 2.9
percent of the total population, to 30,457, or 5.3 percent
of the total. Twenty-three
percent of all Asian American
families and one-third of all
Asian American children were
living below the poverty line
in Boston, according to the
1990 U.S. Census.

in their community as discrimination, unemployment, low wages and inaccessible information about economic opportunities.

Participants from the Asian American community agreed on the need for:

- more research and data about Greater Boston's growing and increasingly complex Asian American community;
- greater resources to fight poverty, particularly for families and women;
- community control over zoning, land-use policies and the allocation of human service resources to permit more culturally appropriate approaches;
- free and adequate health care;
- decent wages;
- English language instruction;
- building coalitions with other groups, especially with other communities of color; and
- improving the responsiveness of major public institutions such as the schools and the police.



"Even after we learn English or when we move away from the community, we still need Chinatown... It serves as a center for our power. It can fight for our benefit."

- Female Focus Group participant, Chinese community

"Any attempt to look at Asian American poverty and the Asian American community must look at the immigrant and refugee experience. Asian Americans often come to the United States from situations that make our standard of living seem opulent. Many come with a strong sense of responsibility for the sacrifice of those left behind who helped them come here, and a history of surviving conditions more difficult than they now face. This combination of realities often fuels Asian Americans' strong drive to succeed. There are, of course, steep odds against the success of an immigrant or refugee, one of the most pervasive being the language barrier. Besides this challenge, immigrants or refugees must also adjust to a culture with unfamiliar values that are often in conflict with their own. And finally, this group must face the history and structural reality of racism in America."

— Carlton Sagara, "Understanding Poverty in the Asian American Community," a background paper by the Asian American Resource Workshop for a Roundtable series about poverty in Boston, "Beyond Poverty: Building Community Through New Perspectives," The Boston Persistent Poverty Project, 1992.

Boston's Black Community

The black community's Roundtable was coordinated by the William Monroe Trotter Institute for the Study of Black Culture at the University of Massachusetts. The Focus Groups were conducted by Roxbury Community News and the Urban League of Eastern Massachusetts.

In the Roundtables and Focus Groups, African Americans, Haitians, Cape Verdeans and Latinos of African descent agreed that the crisis of poverty is worsening, that the nature of poverty is changing, that poverty is becoming more mean-spirited and isolated within the community, and that traditional human service approaches are not adequate.

Participants from the black community proposed both internal and external strategies to:

- engage the poor in their own development;
- increase access to capital for economic development;
- develop Afro-centric approaches to support black youth;
- build on community strengths such as local institutions and the black church;
- resolve through political empowerment such issues as full employment and the need for living wages;
- create more family-centered policies;
- increase community control over resources and land;
- create and support independent media resources; and
- promote greater internal collaboration and external coalition-building.

Boston's black population grew from approximately 22 percent of the city's total population in 1980, or 122,102 to 24 percent of the total in 1990, or 137,756. During this decade, Boston's black community became more ethnically diverse, as immigrants from Haiti and other Caribbean islands, Africa, Cape Verde and Latin America joined Boston's well established African-American population. Almost 22 percent of all black families in Boston were living below the official poverty line in 1989. One-third of all black children in Boston were living in poverty, according the 1990 U.S. Census.



"The media portrays us as barbarian, uneducated and uneducable."

- Male Focus Group participant, Haitian community

"Of major national concern is the large gap between blacks and whites: blacks are three times as likely to be living in poverty as whites. But... this three-to-one gap has existed since 1939. Thus, regardless of recent changes in our domestic and national economies, in national public policies, and in family structure, the gap between the black and white standard of living in the United States — and in Boston — has held its own. It is clear, then, that the problem of urban poverty, particularly in the black community and communities of color, is not being resolved effectively. This policy and economic enigma cannot be analyzed without some understanding of history..."

— James Jennings, "Perspectives on Boston's Black Community," background papers compiled and edited by the William Monroe Trotter Institute for a Roundtable series about poverty in Boston, "Beyond Poverty: Building Community Through New Perspectives," The Boston Persistent Poverty Project, 1992.

Boston's Latino Community

The Latino Roundtable was coordinated by the Gaston Institute for Latino Community Development and Public Policy at the University of Massachusetts. The Focus Groups were conducted by the Hispanic Office of Planning and Evaluation (HOPE).

In the Roundtables and Focus Groups, representatives of Boston's Puerto Rican and new Latino immigrant communities agreed that poverty among Latinos in Boston is expanding and intensifying, due largely to the loss of the manufacturing jobs for which many Latinos originally came. They cited as the causes of poverty among Latinos: lower levels of schooling; skill mismatches for available jobs; lack of access to job training; discrimination; racism; residential segregation; and national immigration policies. As a multicultural, multi-racial group, they described feeling confused and hurt by the polarization forced upon them by a society used to thinking of Boston's Latino community grew by almost 64 percent from 1980 to 1990, from 36,430, or 6.5, percent of Boston's total population to 59,692, or 10.4 percent. Almost 32 percent of all Latino families and 46 percent of all Latino children in Boston were living below the federal poverty line in 1989. More than 75 percent of all Latino children in Boston were poor or near-poor at the time of the 1990 U.S. Census.

itself in bi-racial (black/white) terms. They spoke of the importance and strength of community churches, service organizations and cultural institutions as foundations from which to build community.

Participants from the Latino community called for:

- holding the government more accountable for the dollars spent;
- involving youth in resolving problems stemming from poverty;
- more holistic approaches to community development;
- excellence in the public schools, based on a multicultural approach, without tracking;
- family-centered policies;
- greater community control of resources and human services;
- culturally-based approaches to youth development;
- job training programs linked to structural changes in the economy;
- full employment policies;
- living wages for those who work; and
- internal and external political coalitions.



"We have to see that all groups are equal and that all of us together are a community."

- Male Focus Group Participant, Latino community

"The story of the Latino community in Boston is a story of the adjustment — in modern times — both of immigrants to the urban environment, and of the city itself to the presence of a new group in its midst. Because the city has changed, there are significant differences in the ways that recent immigrants have become part of the city — both economically and in terms of geographic 'place' — compared to older immigrant groups. And because most Latino immigrants are of color, the issue of exclusion has been paramount to the community's social organization... All of these factors have had repercussions in the group's capacity to 'build community' in Boston... It is this zeal to 'build community' against all odds that represents Boston Latinos' greatest strength and resource."

— Miren Uriarte, Contra Viento y Marea (Against All Odds): Latinos Build Community in Boston, in "Latinos in Boston: Confronting Poverty, Building Community," a background paper for a Roundtable series about poverty in Boston, "Beyond Poverty: Building Community Through New Perspectives," The Boston Persistent Poverty Project, 1992.

Boston's White Community

Boston's white population declined between 1980 and 1990 — from 384.451 or 68.3 percent of the total population, to 339,458 or 59.1 percent of the total (down from 758,700 white persons representing 95 percent of the population in 1950). There has also been a steady downward trend in the percentage of white households with children. In 1990, 42 percent or 46.157 of Boston's 109.456 children under the age of 18 were white. Approximately nine percent of all white families and 18 percent of white children were living below the poverty line in Boston in 1989.

The Roundtable on white poverty was coordinated by the Center for Labor Market Studies at Northeastern University. The Focus Groups in the white community were conducted by the South Boston Neighborhood House.

In the Roundtable and the Focus Groups on poverty among white residents of Boston, participants agreed that whites tend not to associate poverty with themselves, even if they are poor, and even though poverty in the white community is growing. White poverty reflects family structure more consistently than that of other groups: single parenthood and the presence of children are key indicators. White poverty in Boston is either very concentrated, largely within public housing developments, or more dispersed and less visible

than poverty among other racial/ ethnic communities. There is a large difference between cyclical poverty (sporadic or even long-term unemployment during a recession), and more persistent poverty, as experienced by many single-parent and elderly households.

White participants agreed with the other group participants about solutions:

- concentration on the strengths of people and on nurturing community spirit;
- community organizing;
- political empowerment;
- universal policies such as affordable health care and housing;
- targeted approaches to reach all groups; and
- anti-poverty policies which are more holistic and family-centered, implemented on a settlement house model rather than the current deficit-oriented and fragmented system.



"People in South Boston are great. They stick together, help each other out. Its safe here. Even if we won Megabucks, my wife says, 'You'd have to drag me out with chains.'"

- Male Focus Group Participant, White Community

"The recent growth of non-family households of single and well-educated young adults has boosted real household incomes and reduced poverty rates in Boston. However, over the past thirty years, the composition of the city's white families with children has shifted toward single-parent households. This has increased the incidence of poverty among white families as well as increasing the segment of white poor at risk of persistent poverty."

— Andrew Sum, Center for Labor Market Studies, Northeastern University, "White Poverty in Boston," a background paper for a Roundtable series about poverty in Boston, "Beyond Poverty: Building Community Through New Perspectives," The Boston Persistent Poverty Project, 1992.

Boston's Youth

The Youth Roundtable was coordinated by Teens As Community Resources, Inc., in cooperation with the Dorchester Youth Collaborative, Free My People, Boston Asian Youth Essential Services (Boston Asian YES), Sociedad Latina and the John F. Kennedy Library Corps. The youth chose to structure the Roundtable as a mock trial in a federal courtroom made available for the afternoon.

The youth participants sought to explore the issue of whether the "fault" for persistent poverty and the problems of today's youth lie principally with the individual or with the larger society. They presented arguments by calling on expert witnesses who represented either young people or some of the major institutions in Boston: the media, the schools and the political establishment.

The young people at the Roundtable agreed that:

- the institutions which impact their lives and opportunities — from the media to the schools — do not include them in their planning or governance, thereby
 - disrespecting their creative potential and forcing young people to be confrontational in order to be heard;
- many of the institutions and programs designed to support and educate children and youth do not adequately understand or respond to the challenges and constraints young people face;
- young people can contribute a great deal to efforts to eradicate persistent poverty, but in order to make their contribution, youth must be listened to and taken seriously by adults;
- opportunities do exist for self-development and community development, which young people should take more responsibility for utilizing; and
- the solution to persistent poverty will come when society takes more responsibility for the development of its young people, and when young people take more responsibility for their own development.

In Boston in 1989, there were a total of 107,000 young people under the age of 18, more than 30,000 of whom were living in poverty — almost one in three. Of the 58,419 families in Boston with children under 18, about 14,000 were living below the poverty line. All of Boston's families living in poverty include: 6,094 white families, **7,434** black families, **4,176** Latino families, and 1,435 Asian American families. One in five white children, one in three black children, one in three Asian American children. and half of all Latino children were living below the poverty line in Boston.



The two young "lawyers" at the mock trial summed up their positions as follows:

"To survive as a race, the human race, we must begin thinking about the things that we do before we do them. We must also take responsibility for our actions. I am not blaming anyone for the circumstances that they cannot control, nor do I accuse young people for their poverty. However, I will challenge you to address poverty. The institutions are in place, the time is here, and we're ready. Youth are capable. We need youth to make a move, and the rest will follow. It can all begin here if we accept the responsibility."

— J. Craig McClay-Bridgewater, Teens as Community Resources

"As these proceedings have shown, young people know that they are not seen as a resource to this society. We are smart enough to know that we are not being listened to, and we are not being supported by this society. We cannot let injustice go on. Young people must be included in decisions involving their own futures. We have got to be invested in our futures in order to overcome persistent poverty."

- Keri Boehne, Member, Teens as Community Resources and student, Simmons College

Boston's Single-Parent Families

The Single-Parent Roundtable was coordinated by Maria Estela Carrion and Professor Ann Withorn of the University of Massachusetts at Boston.

On the panel, women who have experienced poverty and the public welfare system as single parents were joined by academic experts and advocates to discuss social welfare and other public policies. They agreed that the daily struggle of being a single parent and poor goes largely unrecognized, and that the public misunderstands their circumstances, which often

Over the past four decades, the number of families in Boston has declined, and the composition of family households has changed, with an increase in both the absolute and relative number of family households headed by women. Between 1980 and 1990, the number of femaleheaded families with children under the age of 18 rose from 22,380 to 23,766, from about 38 to 41 percent of all Boston families with children, representing two-thirds of all poor families with children at the time of the 1990 Census.

involve an abusive man or personal tragedy. Single parents have less control over their own lives than most people, and must balance the rearing of children with bureaucratic intrusions and their own needs. Poverty generates a range of health problems and social and psychological pressures which have a tremendous impact on children. Government programs do not encourage economic self-reliance, but actively discourage it (by deducting earned income nearly dollar for dollar from benefits).

Participants recommended solutions that include:

- public policies which focus on keeping families intact;
- more involvement in shaping and evaluating human service policies and programs;
- educational opportunities accompanied by necessary services such as child care;
- better quality human services in general and access to information about educational and economic opportunities;
- passage of strong child support legislation, and greater accountability of fathers to support their children;
- universal health care and expansion of subsidized housing;
- increases in the minimum wage and workplace policies such as flex-time and good benefits to support efforts to gain economic self-sufficiency;
- a broad range of youth programs; and
- organizing for more involvement in electoral politics, including voter registration, lobbying and other forms of political and civic activism.



"I was married about four years. I worked part-time nights. He worked full-time days. After a very abusive marriage, when the youngest was six months old and the oldest was 20 months old, I had restraining orders taken out. He cleaned out the bank account and forged my signature on our last income tax return. He also took the car. I was left to get my experience with the welfare system, which was very dehumanizing..."

- Single Parent Roundtable Panelist

"I am working. I am trying my best to stay off welfare and I am planning to stay off welfare... but it's hard to find a decent job. Finally I got a job working at a day care center. If it weren't for my part-time job, I don't know what I would do. And this is the reason why I came here to speak out, because living on the poverty level is hard.

— Single Parent Roundtable Panelist

"The growth in female-headed households reflects an increased number of divorces and separations, and rising out-of-wedlock births. The percentage of female-headed families living in poverty declined by approximately 16 percent over the 1980s. By 1989, the poverty rate among all female-headed families with children in Boston had declined from 53 percent to 44 percent (the lowest rate in 20 years), but rose again with the recession. White and black female-headed families with children in Boston had approximately the same rate of poverty."

— Center for Labor Market Studies, Northeastern University, 1992.



"A process like this seeks to bring about the personal transformation that can make quality social transformation possible."

— Nelson Merced, Director of Technical Assistance, YouthBuild USA

Guiding Principles for a New Social Contract

The solution to persistent poverty begins with a new social contract between a respectful, responsive government and active citizens connected through a sense of responsibility, community and commitment. It recognizes that people who live below the poverty line have as much to contribute to their own development and to society as anyone else, but face enormous — sometimes almost insurmountable — obstacles. Finally, it confronts the structural nature of poverty, which many current policies do little or nothing to counteract.

Grounded in mutual respect, at the heart of this new social contract is a set of reciprocal rights and responsibilities without which we cannot succeed. This set of interlocking rights and responsibilities is the foundation for both eradicating persistent poverty and rebuilding the spirit of community:

- individual responsibility rooted in a strong sense of self-worth, with respect and concern for the rights and capacities of all people;
- caring, responsible relationships between parents and children, parents and teachers, men and women, friends and neighbors, employers and employees;
- supportive communities made possible by the involvement of their residents in dynamic businesses, schools, religious and civic organizations, public facilities and cultural institutions, in an environment which provides a high quality of life to all; and
- responsive government at every level which reflects the diversity of its citizenry, honors and protects the rights and capacities of all its members, is held accountable by its citizens, and values its members' participation in civic life.

What follows is a framework — a set of seven principles — to guide the formation of a new social contract. As with any tool, the value of this framework will be measured by its effective use and outcomes over time. We will consider the principles successful if they:

- are used to evaluate current and proposed public and private policies and initiatives;
- deepen the dialogue among Greater Boston residents of all ages about the causes of and solutions to chronic urban poverty;
- raise the public's consciousness about effective approaches to community development and economic justice;
- improve the way in which existing resources are allocated; and
- enhance participation, empowerment, coordination and collaboration throughout our community.



PRINCIPLE 1:

Incorporate those directly affected by policies at the heart of dialogue and community building.

People living below the poverty line are the real experts about poverty. They know what they need to succeed, based on personal experience about what does and does not work. They have a sense of urgency and a strong desire to assist in the development of effective strategies. They can also provide critical advice and assistance in making difficult choices in an era of scarce resources.

To forge this working partnership, poor people need more opportunities to be heard; and representatives of the public and private sectors need more opportunities to listen and to respond. To guarantee the inclusion of these stakeholders will require:

- Establishing processes for public dialogue and collaborative planning;
- Training to facilitate conflict resolution, public dialogue, meeting facilitation, data analysis, strategic planning, advocacy and organizing;
- Participatory methods of research and evaluation that measure progress and enable individuals and communities to hold institutions and public agencies as well as themselves accountable;
- Interactive methods of sharing information and communicating through computer and telecommunications technologies; and
- The re-tooling of public and private organizations and the retraining of staffs to reflect the new collaborative philosophy of community-building strategies, and to facilitate the involvement and employment of community residents in program planning, decision-making and evaluation.

"The key to countering poverty is to equip — to really educate — the poor to act for themselves and those they care most about, in community and in common interest with others."

— Michelle Shaw, Attorney at Law & Member, Azusa Christian Community

"This process is a way of giving communities and ourselves a tool to empower our thinking and action. The tool is a product; the product is a process."

— Robert Moses, National Director, The Algebra Project



PRINCIPLE 2:

Value racial and cultural diversity as the foundation for wholeness.

Valuing diversity begins with understanding the unique heritage of each racial/ethnic group and the sources of strength which have sustained its members — even in the face of religious, racial or political persecution and upheaval. This understanding forms the basis for mutual pride, respect and cooperation, and for a blossoming of approaches and policies which allow all groups to meet on common ground.

An inclusive community that works for everyone will require:

- Opportunities to learn about and value our own cultural heritage;
- Mechanisms for planning and decision-making which encourage groups to determine their own best strategies for community-based services and economic development;
- Policies in education, health care and housing that promote local planning, cultural responsiveness, and local resource allocation rather than "cookie cutter" regulations which strip away the potential for cultural competence and innovation;
- Community organizing initiatives that encourage groups to build coalitions, collaborations and celebrations across communities; and
- Civic events and educational curricula that express different cultural approaches to demonstrate to all children and the society at large the value and possibilities of our multicultural society.

"The time we [in the Strategy Development Group] shared who we were and where we came from was very moving. I found myself listening very closely. The similarity in who we are was so evident. It helped me put people in perspective. I was surprised about what I learned about people. I now have faith that thinking can be changed through a process of sharing."

-Juanita Wade, President, Freedom House, Inc.

"I asked whether it was possible for us to create coherence out of diversity...

I discovered that the vision that emerges from mutual understanding and consent is the source of coherence, and that it must be constantly renewed."

- Lewis H. Spence, Receiver, City of Chelsea



PRINCIPLE 3:

Promote active citizenship and political empowerment.

A strong sense of self-determination, active participation in the democratic process, and creative problem-solving are prerequisites to a healthy community. Too often, the poor are regarded as passive recipients of social services, rather than as citizens with the right and the ability to participate in their own development and contribute to their community.

Promoting active citizenship will require:

- Participation and new leadership in the electoral process, with increased voter registration and voter education in low-income communities:
- Membership on the boards and committees of school councils and churches, neighborhood associations, community and civic organizations, corporations and political parties;
- Formal roles for community residents in allocating public and other resources effectively and in developing processes to monitor and evaluate results;
- Transforming schools and other facilities into lifelong centers for community learning, and increasing parental and intergenerational involvement in children's recreation and education programs;
- Creating forums to address local concerns and to deepen awareness of issues related to race, age, class and gender and their implications for public policy and local action; and
- Involvement in community-based strategic planning, participatory research, policy recommendations and evaluation.

"Our definition of empowerment is to have the poor understand their own assets and power, and to use them to gain control over their own lives as well as the lives of their families and communities. It is our obligation to work wherever we can. It could be that as policymakers, we convince other policymakers of the validity of asset-based approaches... as community leaders, we bring out the assets and leadership of our constituents... as people with access to resources, we make sure that the use of those resources is determined collectively with the poor."

— Meizhu Lui, Director, Boston Health Access Project at Health Care for All

"Young people have a responsibility to change society, and society has to take responsibility to listen to youth."

— Elizabeth Ortiz, JFK Library Corps



PRINCIPLE 4

Build on community strengths and assets.

All communities contain a variety of skills, caring relationships, deep cultural traditions and values, and strong institutions. It is these assets which form the basis for neighborhood stability, political empowerment and economic development. We should organize our strategies, policies and economy to build on local resources — defining our communities by their positive qualities.

To attract new resources and build on existing strengths, a community needs to identify its unique assets — the memories of its elders, the games of its children, the languages of its ancestors, and the music, arts, foods and relationships that help a people survive tough times and which bind them together in hope for the future. Community assets cannot be determined from the outside.

Building on a community's assets will require:

- Acknowledging residents' underutilized skills and entrepreneurial ideas, close-knit extended families, and strong religious convictions and cultural traditions;
- Recognizing the role of community health centers and nonprofit organizations, small businesses, cultural institutions, recreational facilities, schools and libraries in making communities liveable;
- Supporting and developing community leaders, political groups, youth and sports organizations, and neighborhood associations as mechanisms to bring people together; and
- Developing vacant land and buildings, and preserving and improving neighborhood business districts, public facilities, parks and gardens.

"Our greatest asset is our people. What I love most is the strong sense of family here, and I don't just mean in the traditional sense, but a kind of extended family that works together and respects each other... There are mechanics who fix cars right on the street because they can't afford to rent space... There are women who can make clothing without even following a pattern..."

— Che Madyun, President, Dudley Street Neighborhood Initiative

"We may not all agree about everything, but if we can agree on some of our assets, and erect a framework for us to come together, we can enhance those assets..."

- Ronald A. Homer, Chairman & CEO, Boston Bank of Commerce



PRINCIPLE 5.

Ensure access to fundamental opportunities and remove obstacles to equal opportunity.

The solution to persistent poverty lies in offering fundamental opportunities to all. As a community, we must work together and be a catalyst for investment in the basic stepping stones to economic self-reliance.

These fundamental opportunities include:

- Jobs that pay a living wage;
- Educational opportunities of high quality in a public system that spans preschool to post-secondary education;
- Accessible, affordable health care with an emphasis on prevention;
- Affordable housing that offers both rental and home ownership opportunities;
- Quality child care or the means to stay home to provide care to young or ill children or parents; and
- Economic development opportunities that increase access to, and local control of, capital for business and community development.

It is also essential to recognize and remove obstacles that prevent or impede economic self-reliance and advancement: the racism that thwarts opportunities and causes low self-esteem; the drugs and violence that create a climate of fear and powerlessness; ill health; and the lack of language or literacy skills.

"We have to urge people and groups to break down the current infrastructure that encourages persistent poverty, and then design a new infrastructure that builds community."

— Thelma Hyatt, President, Committee for Boston Public Housing

"We know now that we have to put increased assets into advocacy efforts that will attack the root problems, not just the symptoms."

- Ferdinand Colloredo-Mansfeld, Chairman & CEO, Cabot Partners



PRINCIPLE 6.

Support and enhance the well-being of children and their families.

To thrive, children need a supportive family environment, with the understanding that what binds a family is love, loyalty and care, not particular forms of relationship. Family-centered policies strengthen the health and well-being of a community in order to better support its children. Family-centered policies are respectful and preventive, beginning with the recognition of both the strengths and needs of children and their families. They strengthen a family's ability to meet its own needs and expand a community's ability to support the development of its children to their full potential.

Creating an environment that honors children and their parents, families and communities will require:

- Early childhood enrichment opportunities such as Headstart, afterschool programs and summer camps;
- Workplace benefits such as flex-time, child care, family leave, and paid time off for parent/teacher meetings that encourage and enable greater attention to children's needs;
- Activities that promote the involvement of the whole community in the education and care of its children, such as quality afterschool programs, with mentoring, tutoring, and field trips to explore the city and the region;
- Integrated services for children and their families at geographically, culturally and linguistically accessible schools, family centers and health centers;
- Activities for families, elders and young people connected to year-round, whole-day learning and recreational centers and opportunities; and
- Federal and state policies that ensure a basic level of dignity and well-being to all children.

"How can we do a better job of getting out the message that in fact the poor want the same things as everyone else in Boston: safety, a good job, a good education for their children, friends, respect, a comfortable home, good health, and so on?"

— Paul O'Brien, Chairman, NYNEX - New England

"Interconnectedness, moral presence, and spirituality highlight an aspect of community that goes far beyond physical structures and geography. Mechanisms need to be developed to recapture a sense of belonging, caring and hope."

— Melvin Delgado, Professor, Boston University School of Social Work, in notes from the Strategy Development Group's Community Fabric Subcommittee



PRINCIPLE 7:

Foster sustained commitment, coordination and collaboration based on a shared vision and mutual respect.

To fulfill these principles, we must work together to create and sustain the political will required to bring about economic and social transformation. Collaboration begins in the recognition of shared goals. To identify effective points of intervention and collaboration, a community needs to work out and talk through issues together.

A breakthrough in collaborative thinking about poverty in Boston will require the participation of:

- Public agencies, foundations, organized labor, corporations, all levels of government, and all racial and ethnic groups;
- Cultural and religious institutions and organizations, community groups of all kinds and sizes, and the leadership and boards of directors of each;
- All academic institutions and universities, and, within these institutions, all disciplines;
- Large and small businesses, students, parents, teachers and school officials, civic leaders, public officials and media professionals;
- The City of Boston and its suburban municipal neighbors, the residents of Boston and the residents of Greater Boston.

Joining forces for projects of common concern is a powerful force for change, and can build bridges of understanding and mutual support that lead to lasting relationships and real solutions.

"Great people are working on the problem — with extraordinary dedication and skill — but there simply aren't enough of them to build what we must have: the determined will of this community to stamp out poverty."

— James Darr, Sr. Vice President and Director, U.S. Financial Asset Services, State Street Bank

"I've had more contact with people I wouldn't meet with usually [in the Strategy Development Group]. Out of that I've gained a better sense of how legitimately complicated issues can be... The conversations and the dynamics here have taught me about what needs to happen for long-term change."

— Reverend Eugene Rivers, Pastor, Azusa Christian Community

At its heart, the approach represented by these seven principles is based on a restoration of the basic social contract which asserts that we are a whole community, a whole society and a whole nation — that we are interdependent, and that we each have a responsibility to create and respond to opportunities to nurture the capacity of each of our members. It is a fundamental shift from servicing the deficits of low-income communities to investing in their potential.

An approach to chronic urban poverty that stresses investment in human potential, prevention, and early intervention is not only more humane and effective than conventional remedial approaches, it is also more cost effective. Perhaps the best way to under-

Preventive Interventions: Costs Now Versus Costs Later

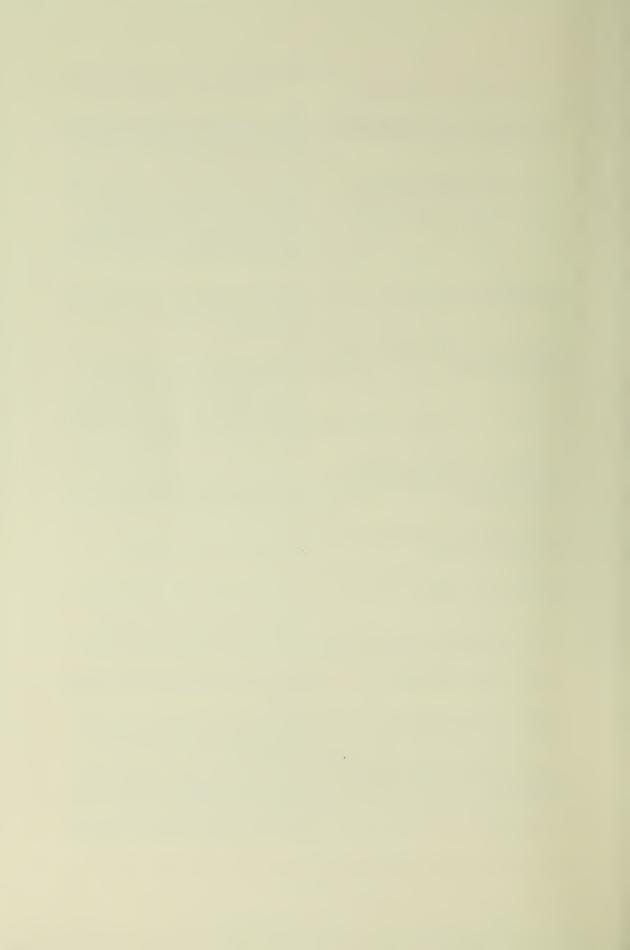
| Prenatal care for a pregnant woman for nine months Medical care for a premature baby, per day | \$ \$ | 600 2,500 |
|---|----------|-----------------|
| A small child's nutritious diet for a year Special education for a child with a mild learning disability, annually | \$ \$ | 842 4,000 |
| A measles shot Hospitalization for a child with measles | \$ \$ | 8 5,000 |
| Drug treatment for an addicted mother for nine months Medical care for a drug-exposed baby for 20 days | \$ \$ | 5,000 30,000 |
| School-based sex education per pupil, per year Public assistance to a child for 20 years | \$ \$ | 135 50,000 |
| Six weeks of support services to enable families to stay together Foster care for a child, for 18 months | S S | 2,000 10,000 |

(Compiled by Ellen L. Bassuk, M.D., Harvard Medical School, from data from the Massachusetts Office for Children, the Children's Defense Fund, the U.S. Department of Agriculture, and Time Magazine, 1990.)

stand the difference between the old approach and the new one is to look at the chart on the right. Rather than targeting a few specific programs or problem areas, this new approach is a process of working to develop and support healthy communities.

In contrasting these two approaches, the intent is not to suggest that all of the items in the first column should be abandoned, or even that the categories are mutually exclusive. Rather, a shift in emphasis is needed that invests our energies and our resources in constructive community-building efforts.

THE NEW APPROACH THE OLD APPROACH ☐ A deficit orientation focusing on individual and An asset orientation focusing on individual, community problems (school dropout rates; teen family and community strengths (extended family pregnancy; parental neglect) networks; small businesses; religious and civic institutions; cultural traditions) ☐ Crisis-oriented programs (criminal justice Preventive programs (youth mentoring, tutoring) system for drug and youth offenders; drug interdicand after-school programs; gun control and tion; foster care; shelters for the homeless) community policing; treatment on demand for chemical dependency; peer counseling; prenatal care and enriched childhood development; housing subsidies; community centers) ☐ Remedial intervention for individuals (mental Capacity-building initiatives for individuals, families, organizations and communities (technical institutions; extensive social services) assistance; skills training; access to information and technology) ☐ Public assistance (AFDC) inadequate to lift A job at a living wage or full-time work for everyone willing and able to work (increased families above poverty minimum wage; Earned Income Tax Credit) Adequate benefits for those who can't work (Child Support Insurance; SSI; unemployment insurance; incentives to supplement public benefits through part-time work and shared expenses) ☐ *Targeted programs* for the poor (Workfare; Universal access to basic opportunities (jobs; Medicaid; means-tested programs and activities for good schools; culturally competent health care; children and families) child care and flexible work schedules for working parents; affordable housing) ☐ Fragmented services for individuals conceived Family-centered, integrated services conceived and evaluated by bureaucrats and evaluated by citizens/ consumers ☐ Assistance with consumption (food pantries; Assistance with investment (capital for microclothing allowances; vouchers) enterprises and community economic development; home-ownership and cooperatives; job training and placement; English as a Second Language and Graduate Equivalency Diploma (GED) classes; higher education scholarships) ☐ "Expert" solutions and advocacy Participatory research, planning, evaluation and advocacy ☐ Special-interest-group lobbying ■ Coalitions/collaborative agendas (religious, ethnic, geographic, business, etc.) supporting comprehensive policies Focus on "underclass" values by researchers Understanding the values of society that enable and the media poverty and stereotyping of the poor to persist ☐ Poverty seen as an isolated social and Poverty seen in the context of global, national and economic issue local economics, politics and environmental issues





"There are assets within every community, culture and individual. I see the Principles as helping everyone to learn to look for, recognize and build on these assets as the basis for development... As we begin to try to incorporate the principles and use them in our work, I believe we will face a whole new set of unknown challenges. We need to develop mechanisms and strategies to support each other and our learning."

— Frieda Garcia, President, United South End Settlements and Chair, The Boston Foundation

Applying the Principles: New Directions

People in every sector of our society are beginning to realize that new approaches are needed to our most pressing problems. They speak of the breakdown and inefficiency of large bureaucracies, and the value of intangibles such as participation in decision-making, a sense of community, spiritual and cultural traditions, teamwork and innovation. There is a growing sense of the need to reinvigorate both public and private institutions by putting the will, creativity and imagination of citizens at their center.

"I believe that anyone who uses the principles as tools will immediately get into constructive debate."

— Hubie Jones, Fellow, McCormack Institute, UMass/Boston, Dean Emeritus, Boston University School of Social Work

The members of the Strategy Development

Group are committed to using the principles in their lives as well as in their organizations, businesses, foundations and agencies. In the process of experimenting with them — and in struggling together with their implications — the Strategy Development Group hopes to learn from one another and to participate in a process that will, over time, succeed in

reducing and then eradicating the persistent poverty that lies at the root of so many of our contemporary challenges

Many people working at the community level in Boston and elsewhere are already using an assetoriented, investment-driven approach to poverty because it works by strengthening community institutions and skills.

What is needed now are partners who will come together to find ways to expand the promising models which are breaking new ground at the community level, and to see their promise reflected in broad public policies, public-private partnerships and other civic initiatives that will increase their impact and ensure their long-term support.

What follows are a few of the many initiatives already underway in Boston which express the Guiding

Principles for a New Social Contract in their philosophy and practice, and which serve as examples of the new approach to chronic, intergenerational poverty already taking hold in the major civic institutions and public agencies of the city.

"The process of rethinking can be very powerful if we really incorporate this new paradigm into all aspects of

— Hortensia Amaro, Associate Professor, Boston University School of Public Health

our life and work."

THE DUDLEY STREET NEIGHBORHOOD INITIATIVE

New Directions in Community Development

"As a resident, you are both a necessary and an important element in this formula... Your increased involvement will ensure our success. Our success will have a far-reaching effect on community revitalization, not only across our city and state but across the country."

- Rogelio Whittington, Executive Director, Dudley Street Neighborhood Initiative If building on community strengths is a key to eradicating chronic urban poverty, how does a community that may look to the casual observer like a neighborhood with no hope make the case that it is bursting with plans and resources, turning itself around, and ready for major investment?

The Dudley Street Neighborhood Initiative (DSNI) is a multicultural, "from the ground up" communitybuilding initiative in one of the poorest, most physically devastated

neighborhoods in Boston. Founded almost a decade ago to combat redlining, political and service fragmentation and chronic poverty, the organization immediately identified the area's residents as its most important asset. It has worked ever since to bring neighbors together, and to galvanize the energy, creativity and political will of its members. Today, DSNI is a coalition of hundreds of residents and many social service agencies, businesses and religious organizations working to revitalize the neighborhood on three fronts: "housing, human development and economic development."

The Dudley Street Neighborhood Initiative achieves its goals through community organizing, a process by which it works to develop residents' capacity to think critically about the conditions affecting their lives, define clearly what is in their best interests, and create strategies for changing their conditions. It is also working to improve educational opportunities for residents of all ages and to develop greater accountability and cooperation among human service providers through a local Agency Collaborative. The Agency Collaborative recently completed a resident-driven human services model, through which it is seeking to reshape and integrate existing services. The Dudley Street Neighborhood Initiative defines human development broadly — as the "social, physical, spiritual and mental well-being of individuals, families and the community as a whole."

In many ways, the Dudley Street area of about 24,000 residents fits the conventional profile of concentrated urban poverty. More than 30 percent of its families, primarily African American, Cape Verdean, Latino and white, live in poverty, and more than 50 percent live in single-parent households. Per capita income is less than one-third the Boston average, and 30 percent of the community's land is now vacant. When less tangible resources such as community spirit and pride are taken into account, however, the neighborhood is one of the most affluent in the region.

Over the the past seven years, the group has developed strong new community leadership and a physical build-out plan, organized a skills/job bank, reduced mountains of illegally dumped debris from vacant lots, succeeded in getting local streets cleaned regularly, and received eminent domain power from the City of Boston. DSNI was awarded a \$2 million loan from the Ford Foundation to purchase land. They recently built the first of several hundred new units of housing, and offered homebuyer classes to prospective owners.

The group has big development plans for the future, and has already attracted major partners, from the City of Boston and architectural firms to member organizations like the Jewish Community Relations Council. As DSNI states in its newsletter: "We must begin long-term economic development for the area... to build on our local resources and assets... and raise the overall median income of the community... We need jobs, a revitalized commercial area and job training." While DSNI's work is firmly rooted in the community, its board and staff know that they cannot do everything that needs to be done alone. As stated by their Human Development Committee: "Whereas the responsibility of defining the conditions which secure and enhance the physical, spiritual and mental development of all of Dudley's residents falls on the residents, the responsibility to create those conditions is shared by all sectors of the community."



HEALTHY BOSTON

New Directions in Government

If active citizenship and political empowerment are critical to ending chronic urban poverty, how can government support community residents?

Healthy Boston is the City of Boston's ambitious response to the World Health Organization's call for a global "healthy cities movement." With Medicaid and other funds, this long-term initiative is based on the concept that health is inextricably related to the socioeconomic well-being of the community. It also focuses on the role of government as a developer of opportunities for citizens to be active, informed partners in deciding how scarce public resources should be spent. Healthy Boston reflects successful models of resident-based development in Latin America. particularly in Cali, Columbia, where a comprehensive, integrated approach blurs the lines of conventional service delivery and builds out from the interests and desires of residents.

"Healthy people and healthy communities need not only access to medical care, but also decent housing, enough food to eat, and jobs that can support a family with dignity. They require quality education that opens doors to opportunity. They require safe, thriving neighborhoods where people are not afraid to help each other."

Judith Kurland, former
Commissioner of Health and
Hospitals, City of Boston

Healthy Boston is at once a mechanism for restructuring the ways in which health and other services are provided by both public and private agencies and a community planning and action initiative which encourages residents to identify their needs and develop strategies to respond to them. Unlike most government-sponsored programs, Healthy Boston is designed to encourage and promote community building and service integration. It is implemented through more than 20 community-based coalitions, or collaboratives, which must include representatives from at least four of the five following sectors: health, human services, economic development, education and housing.

The coalitions use not only a broad definition of health, but of community as well. While most are geographically based, such as the Chinatown, Codman Square or Jamaica Plain coalitions, others reflect the importance of organizing across geographic boundaries, such as the Haitian Community and Gay and Lesbian Youth coalitions. Each Healthy Boston coalition has a paid coordinator who participates in training sessions with the other coordinators.

The Healthy Boston coalitions receive planning grants from the City of Boston to assess the needs and resources in their communities, and to develop plans of action utilizing their resources in innovative ways. At the same time, city agencies meet to coordinate city services across departments and to create stronger ties between public

and private organizations. The planning grants have enabled many of the groups to complete assessments of their resources and needs, carry out projects or events that bring people together to broaden the coalition and demonstrate coordination, and to develop action plans which are evaluated by the City for a next round of funding.

Some of the action plans have now been funded. The Allston-Brighton Coalition's LINCS program will train 40 residents of one of Boston's most culturally and linguistically diverse neighborhoods as liaisons between their native cultural/linguistic community and local service providers. The Codman Square Coalition, located in an increasingly ethnically diverse African-American, Latino and Caribbean community, is initiating "Positive People," a "physical and human capital" strategy for increasing opportunities and reducing violence among the neighborhood's 16-24 year olds. The Codman Square Coalition plans to renovate a burned-out building as a youth center, and train 30 local youth in job skills, violence prevention, health education, mediation and leadership. Healthy Boston is envisioned as a five- to ten-year project during which many of the changes needed to realize its goals will be institutionalized.



THE BOSTON CHILDREN AND FAMILIES DATABASE INITIATIVE

New Directions in Research and Community Planning

If community-based planning and decisionmaking are at the heart of eradicating chronic urban poverty, how can residents be sure that they have the information and technical expertise they need?

The Boston Persistent Poverty Project is sponsoring the development of the city's first integrated database to make new and relevant information available to community groups as well as to public agencies, foundations, child and family advocacy groups and academic institutions. The Boston Children and Families Database is a collaborative effort among many

"I was very excited about the data. I did not think it was available to me. It will be very useful to us, especially as we develop programs for children and families."

Valerie Lovelace-Graham,
 Executive Director,
Roxbury Multi-Service Center

public agencies and community groups. The goal of the initiative is to make possible a high level of community-based planning, data analysis and program evaluation, and at the same time foster greater collaboration among all parties working to improve the lives of Boston's children and their families. The Children and Families Database overlays city and state administrative data on the U.S. Census and creates a capacity for more responsive and timely analysis of the impact of public policies and community-building initiatives.

Consistent with the Principles for a New Social Contract, the Boston Persistent Poverty Project has developed the Children and Families Database to support communities to become researchers and advocates on their own behalf, in partnership with academic and research institutions and public agencies. It also seeks to identify gaps in current data about children and families and new sources of quantitative and qualitative information, and to increase access to objective, non-partisan information about the status of children and families in Boston for advocates and decision-makers. Finally, the Database Initiative is seen as one way to bridge a growing technology gap between high-and low-income communities, and to encourage community groups and young people to engage with state-of-the-art information technologies in the course of their work.

In developing the Database, the Boston Persistent Poverty Project is working with many community-based initiatives and researchers to increase the capacity of neighborhood organizations to define their own challenges and opportunities. The Trotter Institute for the Study of Black Culture, the Gaston Institute for Latino Community Development and Public Policy, the Asian American Public Policy Institute, and the College of Public and Community Service (all at the University of Massachusetts), the Community Action and Information Network (CAIN) and its member organizations,

and the Center for Applied Social Research at Northeastern University, among many others, are engaged in planning for greater community access to information resources and for electronic linkages among agencies and organizations.

The Database will be governed by a diverse board representative of the constituencies described by the data it contains as well as by representatives of public agencies, foundations and academic institutions. Discussions are underway about the most effective ways to govern the database as a community resource, and to ensure that adequate training and technical assistance accompany release of the data.



THE BOSTON FOUNDATION

New Directions in Philanthropy

If community-building strategies are at the heart of successful antipoverty efforts, how can foundations and other funders respond?

At the Boston Foundation, as a result of listening to the Persistent Poverty Project's Roundtables, Focus Groups and other dialogues, a new framework for Discretionary Grantmaking has been adopted. Under this initiative, funding priority is given to community-building strategies that help children and their families overcome poverty.

"I have always thought that it was not appropriate for the Strategy Development Group to take action, but that the real solution would take place when each person went back to their community to figure it out — that we needed to develop a strategy for social change that would have a generative impact across the community."

— Anna Faith Jones, President and Chief Executive Officer, The Boston Foundation

Grants made using its guidelines

include both programs targeted specifically to the needs of children, youth and families, and broader efforts to develop and strengthen Boston's low-income neighborhoods as vibrant, liveable communities. Collaboration and the better use of existing resources are seen as more critical than ever; and proposals are reviewed to assess whether and how low-income individuals and families are respected as active participants in their own development.

The key funding categories under this framework include health, education, jobs/income, housing, active citizenship and community fabric. The new "Building Family and Community" initiative is seen by the Foundation as a learning venture that will be translated, adapted and refined through dialogue with applicants, grantees and broader community soundings.

The Foundation is also sharing its "new thinking" with other members of Associated Grantmakers of Massachusetts, in the hope that other foundations will find this asset-oriented criteria for grantmaking useful.

"We are now encouraging projects that actively engage those affected by poverty in planning, developing and carrying out the programs intended to serve them. Low-income individuals and families are citizens with the same dreams and aspirations as the rest of us. For our funding to make a difference, they must be active participants in shaping their own destinies."

- Melinda Marble, Vice President for Program, The Boston Foundation

"DIPLOMAS AND DREAMS"

New Directions in Public Discourse and the Media

If a key to effective anti-poverty policies is the involvement of those most affected, how can we ensure that policy formulation provides ample opportunity for citizens to develop their point of view and to be heard?

"Diplomas and Dreams" is the title of a series of televised, interactive dialogues about the future of public education in Boston. Initiated by the Boston Persistent Poverty Project in response to the Strategy Development Group's emphasis on citizen participation and high quality schools, the series is an experiment in using emerging technologies to reshape public discourse.

The live televised series was coordinated and moderated by Dr. Ceasar McDowell of the Harvard Graduate School

"...Public policy must be made with the cooperative inclusion of the public, especially those members most affected by an issue. However, the point is not just to have a segment of the public voice its concern; rather, it is to create a form of public dialogue from which a new covenant of public values, beliefs and direction can be forged..."

— Ceasar McDowell, Professor, Harvard Graduate School of Education

of Education and Chair of the National Algebra Project. In McDowell's words, the series "sought to break through the myth of the impenetrable wall of neighborhoods and race that are believed to separate the citizens of Boston... It reached its goal by defining a new role for television, supporting cross-neighborhood and cross-racial dialogue, and placing everyday people at the center of policy discussions."

The series brought together four groups of seven people — parents, students and teachers — to engage in weekly dialogues, one of which was cablecast live each week, with the ability to engage in conversation with the television audience through telephone call-ins. As McDowell said in his assessment of the experiment: "The televised discussion was designed to model an innovative process in televised public discussion. Generally, such broadcast events are either in the form of large-scale town meetings in which select individuals are allowed to stand up and make statements to a panel of experts, or a panel of citizens with tightly held positions arguing with each other as a studio audience looks on... In our new public discussion, experts bring their knowledge as community members, rather than as authorities wielding power over citizenry. To promote this new type of dialogue, the televised discussions encouraged and supported in-depth discussion... At the same time, we provided an opportunity for the general public to call in and for noted experts to join the conversation."

The "Diplomas and Dreams" series was informed by an initial roundtable discussion

among more than 50 participants, and was followed up several months later by a Town Meeting, cablecast live, moderated by a parent and two students. The weekly interactive dialogues on public education are now institutionalized on Boston Neighborhood Network-TV's Answer Channel, an automated studio. Four groups active in education reform and parent organizing, the City Wide Parents Council, the Latino Parents Association, Part of the Solution and Freedom House, shared a weekly slot during the fall. Today, each group has its own call-in show on The Answer Channel and is using this and other new technologies to expand the scope and impact of its work.

"We came together as strangers from different walks of life and different cultural backgrounds. We definitely had varied opinions on the subjects we covered and yet we did not argue... Instead, we opened our minds and tried to picture things in a different light... We learned not only that there are a lot of changes needed, but that we are all aiming toward the same goal: getting the best education we can for the students of Boston."

-- Kathy Ronca, Coordinator, South Boston High School Parent Information Center, participant, "Diplomas and Dreams"



"Our concepts speak to hope: We can."

— Luis Prado, Executive Director, La Alianza Hispana, Inc.

A Call to Action to Make Our City Whole

The Boston Persistent Poverty Project has worked with the Strategy Development Group in an effort to understand the root causes of — and root solutions to — chronic urban poverty across traditional barriers of race, ethnicity, class and professional background.

We have learned a great deal about what strengthens us and what divides us, as individuals and as a community. The power of the Guiding Principles for a New Social Contract developed by this Project is rooted in the process which allowed the shared experiences and highest ideals of all of the participants to emerge.

Using the Principles expressed in this document, we believe that we can achieve real and lasting change. Our challenge is to build upon our extraordinary strengths as a community to create a new Boston for the 21st century.

The Boston we must create if we are to reduce and eventually eradicate persistent poverty is a city which:

- prides itself on all its children, families and neighborhoods by acknowledging and celebrating our individual and shared achievements;
- draws on its cultural diversity to create a deep and abiding sense of community;
- creates jobs which support families and sustain our natural and human resources; and
- trains its residents, young and old, in the critical thinking required for good jobs in a technologically sophisticated world.

Addressing persistent poverty challenges each of us, rich or poor, city resident or suburbanite, to work together to make our city whole. This is the only meaningful legacy we can leave to our children — and to all the generations to come.

Publications

PROCEEDINGS OF LECTURE/SEMINARS

The Boston Foundation / Boston Persistent Poverty Project, Boston, 1989-1990:

- Seminar 1: Mary Jo Bane, Professor of Public Policy and Director of the Health and Human Resources Center at the Kennedy School of Government at Harvard University, focuses on concentrated urban poverty from a national perspective.
- Seminar 2: Paul Osterman, labor market economist and Professor at the Sloan School of Management at the Massachusetts Institute of Technology, describes his research on the demographics of poverty in Boston.
- Seminar 3: Lisbeth Schorr, author of "Within Our Reach: Breaking the Cycle of Disadvantage", discusses the characteristics of successful anti-poverty programs.
- Seminar 4: Michael Katz, author of "The Undeserving Poor" and Director of the Urban Studies Program at the University of Pennsylvania, presents an historical analysis of the ways in which the poor have been described and treated in the United States.
- Seminar 5: Teresa Amott, Assistant Professor of Economics at Bucknell University and co-author of "Race, Gender, and Work: A Multi-Cultural Economic History of Women in the United States", lectures on the economic and political climate of Massachusetts.
- Seminar 6: Robert Coles, Professor of Psychiatry and Medical Humanities at Harvard University and author of the five-volume "Children in Crisis" series and many other books, focuses on children and families living in poverty.

SURVEY REPORTS AND PROGRAM PAPERS

Boston Neighborhoods in the 1980s: Indicators on Demographic, Labor Market, Income, Poverty, and Housing Developments. The Center for Labor Market Studies, Northeastern University. Neeta Fogg, Michael Leone, Andrew Sum and Frank Tortora. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1993.

The Changing Labor Market Fortunes of Boston Residents: Employment and Unemployment Conditions Among Residents and Neighborhoods at the Time of the 1990 Census and Their Implications for Future Anti-Poverty Efforts. The Center for Labor Market Studies, Northeastern University. Andrew Sum, with Scott Bonacci, Neeta Fogg, Julio Goicoechea and Jackie Sum. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

"Diplomas and Dreams": Interactive, Televised Dialogues on the Future of Public Education in Boston. An Observational Report. A report on a series of televised dialogues among parents, students and teachers sponsored by the Boston Persistent Poverty Project. Ceasar L. McDowell and Linda G. Hammett, Harvard Graduate School of Education. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1993.

Growth and Change in Boston, 1980 - 1990: Renewed Population Growth, Sources of Population Change, and Increasing Race/Ethnic and National Diversity. The Center for Labor Market Studies, Northeastern University. Andrew Sum, with Neeta Fogg and Jaqueline Sum. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

In the Midst of Plenty. Paul Osterman, Chief Investigator. Report on a qualitative survey of 17,000 poor and non-poor families in Boston conducted in 1988-1989 at the height of Massachusetts' economic expansion. (A summary is available in Spanish.) The Boston Foundation, 1989.

In Our Own Words: A Report on Community-Based Focus Groups with Low-Income Residents of Boston. Empowerment Workshops, Inc., with the Asian American Resource Workshop, the Hispanic Office of Planning and Evaluation (HOPE), Roxbury Community News, the Urban League of Eastern Massachusetts, and South Boston Neighborhood House. The findings of 28 Focus Groups among low-income residents of Boston's Asian American, black, Latino, and white communities, compiled from discussions in seven languages (Cambodian, Cape Verdean, Portuguese, Chinese, English, Haitian Creole, Spanish and Vietnamese). The Boston Foundation/Boston Persistent Poverty Project, Boston, Spring 1994.

Latinos in Boston: Confronting Poverty, Building Community. The Mauricio Gaston Institute for Latino Community Development and Public Policy at the University of Massachusetts at Boston, Miren Uriarte and Carol Hardy-Fanta; Paul Osterman, Sloan School of Management, Massachusetts Institute of Technology; Edwin Melendez, Massachusetts Institute of Technology. Includes a comprehensive bibliography of the Latino experience in Boston. For the Boston Persistent Poverty Project's Roundtable Series: "Beyond Poverty: Building Community Through New Perspectives." The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

Latino Poverty and Public Policy: A Guide to the Literature, published with Competing Explanations of Latino Poverty: Immigration, the Underclass, and Labor Market Disadvantages. The Mauricio Gaston Institute for Latino Community Development and Public Policy, the University of Massachusetts at Boston, Maria Estela Carrion and Edwin Melendez, respectively. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1994.

Making Democracy Work: Dialogue as a Strategy for Personal and Social Change. Jacqui Lindsay. An assessment of the process of strategic planning and community building among the members of the Strategy Development Group of the Boston Persistent Poverty Project. The Boston Foundation/ Boston Persistent Poverty Project, Boston, Spring 1994.

Perspectives on Blacks and Poverty in Boston. The William Monroe Trotter Institute for the Study of Black Culture, the University of Massachusetts at Boston. James Jennings, editor, with Robert C. Hayden, Jeremiah Cotton, Dorothy Clark, and James B. Hyman. Includes a bibliography on poverty in Boston. For the Boston Persistent Poverty Project's Roundtable Series: "Beyond Poverty: Building Community Through New Perspectives." The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

Poverty Developments Among Persons and Families in City of Boston Neighborhoods, 1980 - 1990: A Review of Progress and Persisting Problems. The Center for Labor Market Studies, Northeastern University. Andrew Sum, Michael Leone, Neeta Fogg, Frank Tortora, Alice Winkler. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

Recognizing Poverty in Boston's Asian American Community. The Asian American Resource Workshop. Carlton Sagara, principal investigator, Peter Kiang, editor. Includes a list of resources and reference works on the Asian American community in Boston. For the Boston Persistent Poverty Project's Roundtable Series: "Beyond Poverty: Building Community Through New Perspectives." The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

Single Parents and Poverty in Boston. Maria Estela Carrion and Ann Withorn. Proceedings from "Single Parents and Poverty: Women and Children First", from the Roundtable series "Beyond Poverty: Building Community Through New Perspectives." Published with Poverty Developments Among Female Householder Families and Children in City of Boston Neighborhoods, 1980 to 1990: An Assessment of Progress and Persisting Problems. The Center for Labor Market Studies, Northeastern University. Andrew Sum, Michael Leone, Neeta Fogg, Frank Tortora, Alice Winkler. The Boston Foundation/Boston Persistent Poverty Project, Boston, Spring 1994.

Survey and Code Books: Final Field Report and Survey Instruments for the Boston Survey. Paul Osterman, Sloan School of Management, Massachusetts Institute of Technology. Data for "In the Midst of Plenty." The Boston Foundation/Boston Persistent Poverty Project, Boston, 1991.

To Make Our City Whole: Guiding Principles for A New Social Contract. A report on the work and findings of the Strategic Development Phase of the Boston Persistent Poverty Project: 1991-1993. Includes summary findings of the deliberations of the Project's 43-member Strategy Development Group and community-based roundtable discussions and focus groups among representatives of Boston's major racial/ethnic groups, as well as a call to action to the Greater Boston community. The Boston Foundation/Boston Persistent Poverty Project, Boston, 1994.

Understanding the Nature of Poverty in Urban America. James Jennings, The William Monroe Trotter Institute for the Study of Black Culture, University of Massachusetts at Boston. Praeger Publishers, in cooperation with the Boston Foundation/Boston Persistent Poverty Project, Summer 1994.

White Poverty in Boston. The Center for Labor Market Studies, Northeastern University. Andrew Sum, Principal Researcher, with Neeta Fogg, Julio Goicoechea, Michael Leone, Ted Murphy, Sheila Palma, Jackie Sum and Frank Tortora. Includes an overview of poverty in Boston, 1970 to 1990, and recent poverty developments in New England and Massachusetts. For the Boston Persistent Poverty Project's Roundtable Series: "Beyond Poverty: Building Community Through New Perspectives." The Boston Foundation/Boston Persistent Poverty Project, Boston, 1993.

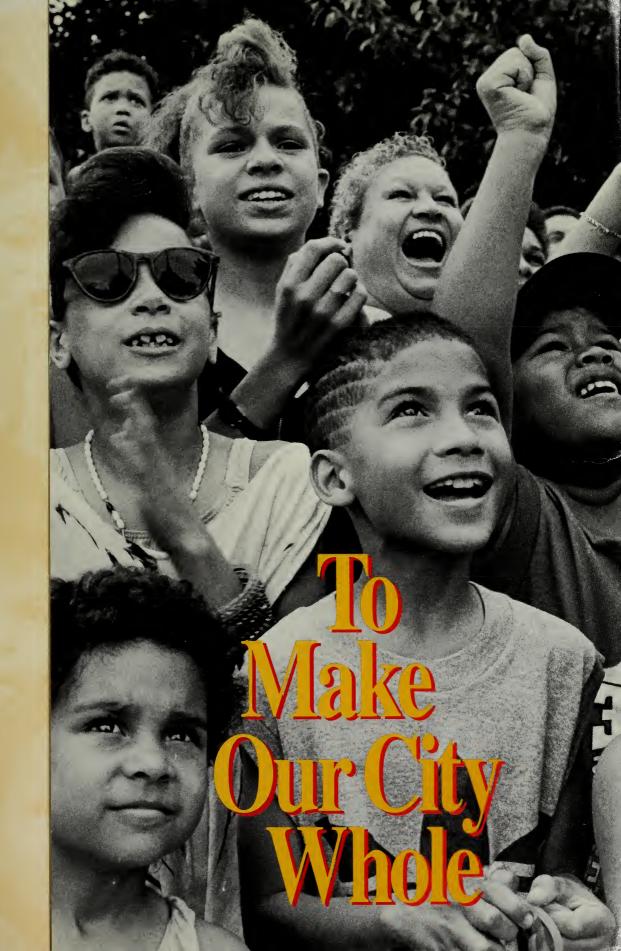
Youth Take the Stand. Edited video of a youth roundtable in the form of a mock trial at Boston's Federal Courthouse: "Opportunities and Obstacles to Ending Persistent Poverty in Boston." Teens as Community Resources, Inc., with Boston Asian YES, Center for Teen Empowerment, Dorchester Youth Collaborative, Free My People, the John F. Kennedy Library Corps and Boston Neighborhood Network-TV. For the Boston Persistent Poverty Project's Roundtable Series: "Beyond Poverty: Building Community Through New Perspectives." The Boston Foundation/Boston Persistent Poverty Project, Boston, 1992.

Production Acknowledgements "To Make Our City Whole"

Design: Katherine Canfield
Photography: Richard Howard
Editorial Coordination: Charlotte Kahn
Production Assistance: Kelly Hill

Editorial Consultation: Barbara Hindley and Ann Kurkjian

A PRINTED ON RECYCLED PAPER





Principles



Incorporate those directly affected by policies at the heart of dialogue and community building.



Value racial and cultural diversity as the foundation for wholeness.



Promote active citizenship and political empowerment.



Build on community strengths and assets.



Ensure access to fundamental opportunities and remove obstacles to equal opportunity.



Support and enhance the well-being of children and their families.



Foster sustained commitment, coordination and collaboration based on a shared vision and mutual respect.

